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# EDUCATION WEEK

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## 'Different' Tests Of Teaching Skill Planned by Firm

### *N.T.E. To Be Replaced With High-Tech Format*

**By Lynn Olson**

WASHINGTON—Plans for "radically different" tests to license new teachers were announced here last week by Gregory R. Anrig, president of the Educational Testing Service, the maker of the most widely used teacher examination in the nation.

The new assessments, which will be available to states by 1992, are part of what Mr. Anrig described as a "full-court press" by the nonprofit testing firm to create broader forms of educational measurement.

Eventually, they will replace the multiple-choice, paper-and-pencil National Teacher Examinations, which have been in use since 1939. The N.T.E. is now part of teacher-licensure requirements in 30 states.

Unlike the N.T.E., which is given at one point in a teacher's career, the new generation of tests will be administered during three separate phases in a teacher's education and training.

And they are likely to make use of such technological developments as interactive video, computer simulations of typical classroom events, and portfolios documenting a teacher's accomplishments.

If successful, Mr. Anrig predicted, the new measures will mark the first full application of "adaptive testing" to a professional-licensure examination. Other professions are also moving in this direction, he said.

The testing company is expected to spend just under $2 million on the test's development during the current year, and approxi-

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## In Shadow of National Races, Heated 'Education' Contests

**By Tom Mirga**

For several months, both George Bush and Michael S. Dukakis have been doing their best to convince the public that they would be the better "education President," as Mr. Bush has framed the issue.

### *Election '88*

Meanwhile, nearly all of the 25 men and women seeking to be elected to their states' highest office next week are also trying to get word out that they are "education governors" or want to become one.

The 12 gubernatorial races have been almost entirely overshadowed by the Presidential contest. And the lack of attention has caused some to question

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U.S. English

**VOX POPULI: Worker in Arizona unloads "official English" petitions. For reports on ballot proposals, see page 12.**

## *They Also Serve: 'Experience' Sets Many Educators on Path to Politics*

By Lynn Olson

These are hectic days for Jim Pierson, a full-time teacher and aspiring state representative. When the 48-year-old educator from Arvada, Colo., is not in the classroom, he is usually out walking his precinct, looking for votes in the upcoming election.

"School ends at 3:00 P.M.," he says. "I usually walk from 3:00 until 8:00." Then he goes home to take care of other campaign business or grade papers, often until 1:00 A.M.

"I do have an awful high adrenaline flow," jokes the teacher of U.S. history and government at Arvada West High School.

There are 5,961 state legislative seats up for grabs nationwide next week. And chances are that a sizable number of them will be won by educators like Mr. Pierson, or by educators' spouses.

In a 1986 study of legislators' occupations conducted by the National Conference of State Legislatures, approximately 8 percent of lawmakers nationwide

*Continued on Page 17*

## Carnegie 'Units' Should Go, Says Study by Boards

### *Views Curriculum as Schools' 'Fatal Flaw'*

**By Robert Rothman**

A national panel of state-board members last week called for scrapping a time-honored feature of the American education system: graduation requirements based on the so-called Carnegie units, or the "seat time" students spend in various subject areas.

The curriculum study group of the National Association of State Boards of Education urged in a report that policymakers replace the units with systems that require students to meet defined performance standards.

Dorothy Beardmore, vice president of the Michigan Board of Education and chairman of the study group, said the panel was "trying to move away from the position that says you have to have, for example, four years of English, with no mention at all of what you were supposed to have learned after spending four years in something called 'English.' "

The group's report charges that weaknesses in the curriculum and instruction offered in most schools constitute "the fatal flaw in the American education system." It recommends a major and broad-reaching overhaul of course content, testing, and school organization.

At the heart of its proposed revision would be a core curriculum made up of six broad areas—language arts, mathematics and science, citizenship, fine arts, health, and foreign languages—which would be taught, the report says, in ways "that lead to an understanding of these subjects, rath-

*Continued on Page 18*

## Private Schools and Reform: E.D. Conferees Urge a Collaboration

**By Kirsten Goldberg**

WASHINGTON—By sharpening the competition from public schools, education reform has made private schools recognize that "business as usual" may not be enough to meet the increasing demands of parents, students, and teachers, participants at a first-of-its-kind meeting of educators from both sectors said here last week.

Citing ways that the reform movement has already forced changes in private education, participants at the Education Department-sponsored event called for greater public-private collaboration to improve all schools.

The conference, billed as the first attempt to bring together representatives from private and public education to discuss reform, was co-sponsored by the Council for American Private Education, the Council of Chief State School Officers, and the National Association of State Boards of Education.

Secretary of Education Lauro F. Cavazos, addressing the approximately 100 educational leaders who participated, said private schools had been "passed over" in the national reform debate and urged "increased understanding" between the sectors. He praised private education for its accountability to parents and efforts to foster "character development"—two items he said public schools should emulate.

But other speakers noted that "reformed" public schools are already beginning to closely resemble private education—a fact they said could have financial implications.

"If public education continues on its present course and private education rests on its laurels," warned Chester E. Finn Jr., the former assistant secretary of education,

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### 'Restructuring'

Rochester Public Schools

**Rochester, N.Y., is among districts testing new arrangements for students and teachers. A "Reform at 5" report on restructuring and the questions it raises begins on page 7.**

### Also in the news

**Minority 'Pipeline' Study**
Says coming shortage of minority teachers may be much worse than expected.
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**Early-Childhood 'Vision'**
A panel of experts calls for separate school units for 4- to 8-year-olds.
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**Children in the Cities**
Mayors rank drugs, the schools, and inadequate child care top problem areas.
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**Capitol's Changing Cast**
There may be major post-election shifts on key education committees.
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## IN SUMMARY

**Principal Satisfaction**
Despite long hours, growing duties, and pay levels that have been stuck in neutral for a decade, most high-school principals are satisfied with their jobs, according to a new survey. **Page 4.**

**Rethinking Early Education**
A panel of experts has called for a "new vision" of early-childhood education, in which 4- to 8-year-olds would receive less formal academic instruction in separate school 'units.' **Page 5.**

**A Mayoral 'Status Report'**
In its first report on the subject of urban children, the U.S. Conference of Mayors cites drug abuse, school problems, and child care as the cities' most troubling issues. **Page 6.**

**New York Racism Alleged**
Charging that "racism" is dividing the New York State education system into two unequal tiers, a task force has called for allocating more resources to help "at risk" students. **Page 6.**

**Los Angeles Testing Brouhaha**
Los Angeles teachers, angry over alleged "implications" by school officials that they changed students' state tests, have forced postponement of districtwide achievement tests. **Page 6.**

**Anti-Drug Bill Clears**
The Congress has approved omnibus legislation increasing funding for school anti-drug programs and allowing the courts to bar drug offenders from receiving student aid. **Page 20.**

**Dukakis Education Plan**
Gov. Michael S. Dukakis, the Democratic Presidential candidate, has released a package of new and previously announced proposals for improving elementary and secondary education. **Page 20.**

**Stafford Looks Back**
Retiring Senator Robert T. Stafford of Vermont has seen a fundamental change in attitudes towards the federal role in education during his 28 years in the Congress. **Page 21.**

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# ACROSS THE NATION

## NATIONAL

### New Efforts Mounted Against Steroid Use Among Athletes

The national group Students Against Driving Drunk last week unveiled a program aimed at teaching student athletes about the problems associated with the use of the muscle-enhancing drugs known as steroids.

The program, to be called Student Athletes Detest Drugs, will ask athletes to sign a pledge not to use steroids and other drugs. Robert Anastas, the founder of SADD, said the purpose of the new program is to use student athletes as anti-drug role models for others.

In a related development, the National Football League announced last week that players who tested positive for steroid use more than once would be suspended from play for a month. Third-time offenders could be banned for at least a year.

Meanwhile, a part-time physical-education teacher at a suburban Denver high school was arrested along with six others for smuggling steroids from Mexico.

U.S. Customs officials described the capture of about $100,000 worth of steroids as the largest such seizure they had ever made. Jim Porter, the assistant special agent in charge of the agency's Denver office, said there were "indications" that some of the illegal steroids were being distributed to high-school students.

### Humanities Prize To Honor Contributions to the Public

The National Endowment for the Humanities will honor five individuals each year for outstanding contributions to the public's understanding of history, literature, and philosophy, officials have announced.

The agency's new prize is named for Charles Frankel (1917-1979), who had a distinguished career as professor of philosophy, State Department official, author, and host of a network-television program about ideas.

U.S. citizens who have brought the humanities to general audiences through books, public programs, museum exhibitions, films, television, and radio programs will be eligible to receive the $5,000 award.

In her recent report, "Humanities in America," Lynne V. Cheney, director of the N.E.H., called for recognition of scholars who produce high-quality programs for the general public.

Officials are inviting nominations for the first awards from state humanities councils, museums, libraries, historical societies, and other groups. The deadline for applications is Dec. 19, 1988; the first prizes will be awarded in March 1989.

## DISTRICTS

### Citizens To 'Grade' Detroit Schools In Return for Bond-Issue Support

Detroit public schools will be "graded" monthly by a citizens' education committee under an agreement reached with school officials.

The committee, which was appointed by the school board, agreed in return to endorse three school-funding proposals on the November ballot.

The district is asking voters to raise property taxes and authorize a $160-million bond issue, in order to eliminate this year's projected deficit.

The funding proposals and campaigns for four open seats on the 11-member school board have become the subject of a heated political debate centering on the district's massive budget deficit and poor student-achievement records.

The committee's proposal for monthly "report cards" was designed to allay public concerns that the school system is not being held accountable for the funding it currently receives.

### St. Paul Desegregation Plan Features Scholarship Incentives

Students in St. Paul and 25 suburban school districts could earn college scholarship money by participating in a cross-district desegregation plan, under a proposal by David Bennett, the city's superintendent of schools.

The proposal was developed in response to the Minnesota legislature's call for guidance from local school systems on how the state can achieve racial balance in its schools.

Mr. Bennett's proposal anticipates that 3,500 white students could be enticed to transfer from suburban to city schools, and that 3,500 minority students would agree to attend suburban schools.

The proposal would cost the state an estimated $35 million a year. Students could receive up to $11,800 for college expenses.

The plan also calls for the creation of six new magnet schools and efforts to improve racial balance in metropolitan-area housing.

■ **All high schools and middle schools and half of the elementary schools in Dayton, Ohio, would offer specialized "magnet" programs under a proposal by Franklin Smith, the superintendent.**

The proposal is designed to replace the district's 12-year-old court-ordered desegregation plan, which relies on mandatory busing.

The plan must be approved by the school board and the federal judge overseeing the desegregation case before an anticipated five-year phase-in period can begin.

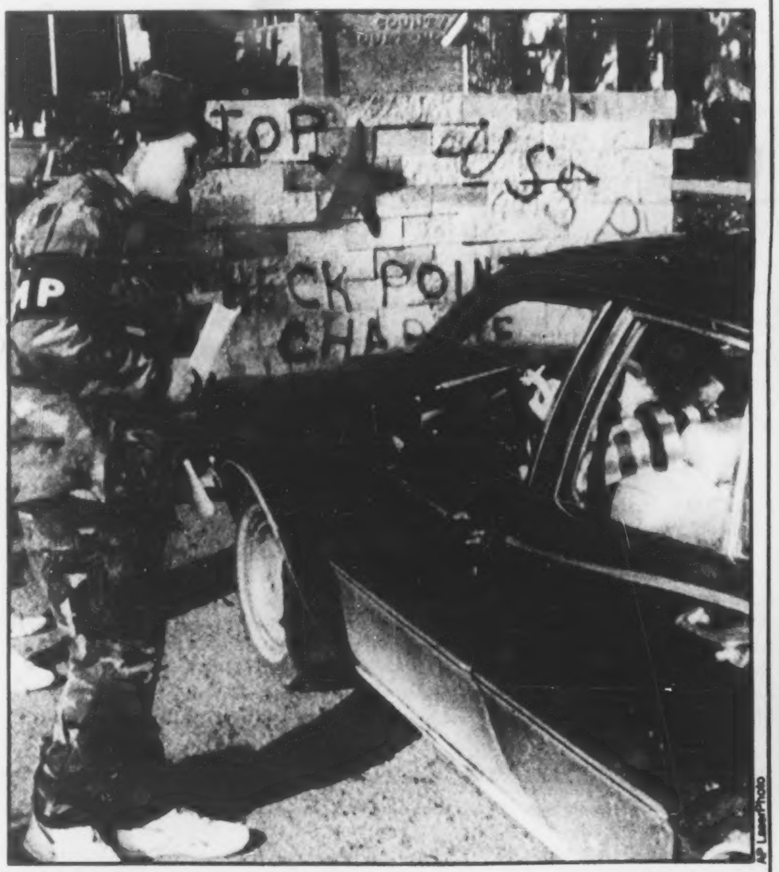
■ **The former superintendent of the Arlington (Tex.) Independent School District and an Arizona computer firm with which the district did business are under investigation by the Texas attorney general's office.**

Donald Wright, who also worked as a consultant for the Prescription Learning Corporation, resigned last month after some employees complained he had pressured them to do business with the company.

Investigators are looking at possible antitrust violations, according to Ron Dusek, a spokesman for Attorney General Jim Mattox. Mr. Dusek declined to be more specific.

In an earlier incident, Mr. Wright had been reprimanded by the school board for failing to disclose his ties to the company at the time it was awarded a $205,000 contract.

■ **Some 1,300 teachers in the Pulaski County (Ark.) Special School District returned to work last week after accepting a contract settlement ordered by a court-appointed master oversee-**



CHECKPOINT CHARLIE: Vocational-education students in Jefferson, Ohio, recently donned combat fatigues and stopped motorists at a mock-up of the Berlin Wall to encourage them to exercise their right to vote. Organizers said they hoped to give citizens an idea of what it would be like to live in a police state.

# Study Finds Few Minorities Reach The End of 'Educational Pipeline'

By Lynn Olson

WASHINGTON—The impending shortage of minority teachers is "worse than the most informed educators have envisioned," a survey released here last week by the American Association of Colleges for Teacher Education concludes.

The survey of teacher-preparatory institutions in 47 states and the District of Columbia provides one of the first broad statistical portraits of minority-student enrollment throughout the "education pipeline"—from elementary school through teacher training.

In addition to its compilation of minority-enrollment figures from schools, colleges, and departments of education, the study examines by race and ethnicity the enrollment in public elementary and secondary schools and in postsecondary institutions.

The data show starkly that the "higher the educational level, the fewer minorities there will be," said Eugene E. Eubanks, president of AACTE and dean of the school of education at the University of Missouri-Kansas City.

"The pipeline is clogged at the high-school level," he said, "and we must repair the existing damage or live with the consequences."

### A Dwindling Supply

Demographic data indicate that minorities constitute nearly 30 percent of the school-age population, and roughly 33 percent of the preschool-age population.

But the AACTE survey found that of the undergraduates enrolled in elementary-education programs in the fall of 1987, only 5.3 percent were black, 3.7 percent were Hispanic, and 1.3 percent were Asian.

Of those undergraduates preparing to teach at the high-school level, only 6.3 percent were black, 1.9 percent were Hispanic, and less than 1 percent were Asian.

Problems in retaining minority students at all levels of the education system were evidenced nationally and mirrored in data from the individual states.

- In Michigan, for instance, the black K-12 enrollment is 31 percent, postsecondary enrollment is 9 percent, and enrollment in undergraduate teacher-education programs is 2 percent.
- In Massachusetts, Hispanic K-12 enrollment is 8 percent, postsecondary enrollment is 2 percent, and undergraduate teacher-education enrollment is less than 1 percent.

To prepare the study, AACTE requested enrollment figures for last fall from the nation's 1,272 colleges and universities that prepare teachers. Of those, 638 responded, or approximately 54 percent.

Comparative data for minority enrollment in grades K-12 are from the 1984 and 1986 elementary- and secondary-school civil-rights surveys, conducted by the U.S. Education Department. Postsecondary data are from the report "Trends in Minority Enrollment in Higher Education, Fall 1976-Fall 1986," also published by the federal government.

Preliminary results from the AACTE survey were released last January. *(See Education Week, Jan. 13, 1988.)*

The report focuses on minority enrollment in undergraduate teacher-education programs, which are the primary source of classroom teachers, according to AACTE officials.

But it also includes enrollment data in post-baccalaureate and doctoral-level education programs by race and ethnicity.

In most instances, fewer than 10 percent of students enrolled in such programs were black, Hispanic, or Asian. The most notable exceptions were in such Southern states as Louisiana and Mississippi and in the District of Columbia.

### Other Findings

The report found that while 33 states have K-12 minority enrollments of 20 percent or more, only six have minority enrollments in their undergraduate teacher-education programs of 15 percent or more.

Moreover, historically black schools and colleges of education continue to supply a disproportionate number of minority teachers.

These institutions, which constituted fewer than 5 percent of the survey respondents, enroll more than 30 percent of all black undergraduate teacher-education students nationwide.

**Undergraduate Education Enrollment By Racial/Ethnic Group and Field, 1987**

| Field | Total | White* | Black | Hispanic | Asian | Am. Ind. |
|---|---|---|---|---|---|---|
| Elementary | 113,208 | 88.8% | 5.3% | 3.7% | 1.3% | — |
| Secondary | 79,144 | 89.6 | 6.3 | 1.9 | — | — |
| Special | 16,214 | 78.8 | 11.2 | 7.7 | — | 1.8% |
| Bilingual | 812 | 38.6 | 6.2 | 39.8 | 2.2 | 4.5 |
| Vocational | 8,084 | 83.2 | 12.3 | 1.9 | — | 1.5 |
| Other | 26,122 | 89.1 | 7.6 | 1.9 | — | — |

* Includes "other."

SOURCE: "Teacher Education Enrollment Survey, Fall 1987," American Association of Colleges for Teacher Education.

In contrast, the survey found that colleges of education in large public institutions were less racially and ethnically integrated than their smaller counterparts. Mary Dilworth, AACTE's director of research and information services, speculated that this reflected the low proportion of minorities on such campuses in general.

She added that "if you're a black, and you've got the wherewithal to get into the University of North Carolina at Chapel Hill" or a similar institution, "the probability that you're going to go into teacher education is slim."

### 'Massive Effort' Needed

Earlier this year, AACTE proposed a 10-point program to attract more minority students into teaching, ranging from the provision of scholarships and loans to work-study opportunities for high-school students.

Several education-school deans attending a press conference on the report, including the deans of Eastern Michigan University and Norfolk State University, described programs to attract and retain minority students on their campuses.

These include bringing young minority students to campus over several summers to improve their academic skills, creating "future teachers" clubs in inner-city areas, hiring more minority faculty members, providing scholarships and loan programs, and helping minority students pass the tests required for state teacher certification.

Despite these initiatives on the part of individual institutions, Mr. Eubanks cautioned, there is still a "need for a massive effort to address this problem."

The shortage of minority teachers, he suggested, cannot be solved by trying to draw minority students away from schools of law, medicine, or business, but must be accomplished by increasing the number who enter higher education generally.

AACTE officials plan to use this year's survey to provide baseline data for future reports on minority teacher-education enrollments.

Copies of the report, "Teacher Education Pipeline: Schools, Colleges, and Departments of Education Enrollments by Race and Ethnicity," are available for $12 each from AACTE Publications, One Dupont Circle, Suite 610, Washington, D.C. 20036-2412.

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# Some Reforms Counterproductive for Young, Group Says

By Deborah L. Gold

A panel of educators, child-development experts, and policymakers has set forth a "new vision" for early-childhood education that would create special schools or separate units within schools for 4- to 8-year-olds.

The group also says schools should form partnerships with other early-childhood programs and community agencies to coordinate services for children and their parents.

The National Association of State Boards of Education, which convened the early-childhood-education task force a year ago, endorsed the panel's recommendations at its annual conference in Chicago last week.

The 25-member panel included superintendents, state legislators, noted child-development experts, and leaders of human-services programs.

Its report, "Right From the Start," argues that programs for young children need to be "restructured" because schools have been inattentive to their developmental needs.

The group also charges that education-reform policies have spawned practices that are "inappropriate" for young children, such as an overreliance on formal academic drills, worksheets, and standardized tests.

"We have adopted a set of policies which, while perhaps appropriate for improving high school, may be less helpful for elementary schools and very young children," says the report. "It may well be the case that making high-school students work harder is an appropriate formulation. It is not clear that lack of effort is the problem for kindergarten students."

Tailoring separate programs—headed by early-childhood specialists—for young children with "similar developmental characteristics" would be a dramatic advance in the field, said Barbara Bowman, a panel member and director of graduate studies at the Erikson Institute in Chicago.

"The notion that we can handle children from age 5 to adolescence [in one setting] and meet the needs of all the children is developmental hogwash," she said. "This would give young children a little more time and less pressure to grow."

Such programs, Ms. Bowman said, also would offer more opportunities to involve parents than do traditional school settings. She added that linkages with social-service and community agencies would help address the external sources of stress that affect families and hinder children's school success.

The Carnegie Corporation of New York has awarded NASBE a $375,000 grant to pilot the panel's proposals in several states.

### 'Double-Edged Message'

The report notes that national movements are under way to reform education and improve the delivery of services to young children, but it says "the two movements have largely separate origins and leadership."

It also suggests that some school reforms—such as "generic" accountability standards and more teacher specialization—may be counterproductive in the early grades.

Teachers in those grades, the panel notes, "report an increasing use of standardized tests, worksheets and workbooks, ability grouping, retention, and other practices that focus on academic skills too early and in inappropriate ways."

> More time and less pressure to grow needed, it finds.

The report argues that a "legitimate concern about the link between our economic future and the quality of schooling" has fostered a competitive mentality that places undue pressure on young children.

"If education is seen as a contest that pits children against their peers, or a race against our foreign competitors, we risk teaching very young children the wrong academic tasks in an inappropriate fashion."

The panel maintains that current instructional approaches in the early grades send a "double-edged message" by expecting too much in terms of academic requirements but too little in terms of developing creativity and thinking skills.

Such approaches "seem to exemplify an obsession with producing short-term, trivial results rather than developing long-term intellectual and social capacity," the report says.

The NASBE task force says it based its recommendations on a "consensus of professional opinion and research" on what characterizes high-quality early-childhood programs.

### Model Approaches Cited

Such programs, the report says, respond to the learning patterns of children within a certain age range; involve parents; and address health, nutrition, child-care, and emotional needs as well as language and cognitive development.

Early-childhood curricula should, the panel suggests, emphasize language development, problem solving, individual and group play, self-control and discipline, sustained interest in activities, attention to adults and peers, intrinsic motivation, and fine and gross motor skills and coordination.

The group endorses "developmentally appropriate" practices outlined by the National Association for the Education of Young Children that promote learning through exploration and play.

The task force offers three different models for providing services for 4- to 8-year-olds.

The first would establish separate schools for that age group staffed by principals, teachers, and community groups committed to developmental principles.

The second would designate early-childhood directors with expertise in the field to head programs in existing schools, and would grant them "substantial authority to develop and support teachers."

A third model would employ a "staffing team" headed by one or more lead teachers.

The panel says schools should hire teachers and early-childhood administrators with appropriate training, provide inservice training, and ensure that teachers in the programs receive wages and benefits comparable to those of other teachers.

Citing the benefits of comprehensive early-childhood programs such as Head Start, the task force says schools should be an "ombudsman" for children and families, and should collaborate with other agencies to offer health and counseling services. It also encourages collaborative efforts to provide prenatal care, parent education, and child care.

One member of the NASBE task force, Lee Etta Powell, superintendent of the Cincinnati public schools, said the panel could have provided more guidance on how public and private providers can collaborate to make better use of space within and outside schools.

She said she also would have favored recommending that all states adopt special certification requirements for early-childhood teachers.

Making developmental principles "pervasive in the early years," noted Richard A. Boyd, Mississippi's state superintendent and a member of the task force, would help address the concern that many principals and teachers "don't really understand basic concepts of what good early-childhood education is."

"The big thing we were trying to do was to send a message that 1st grade is not like 8th grade," he said. "There really are some differences in the cognitive styles" of young children.

# They Also Serve: Educators as Solons

*Continued from Page 1*

identified themselves as educators.

The figure included teachers, former teachers, coaches, school or college administrators, and professors.

Some 16 percent of the lawmakers identified themselves as "attorneys" and 14 percent as "business owners."

But in many states, legislators engaged in "education" outnumber those coming from any other professional background, according to William T. Pound, director of state services for the N.C.S.L.

In Rhode Island, for example, 24 percent of lawmakers are educators, as are 19 percent in Delaware, and 14 percent in Colorado, Indiana, Michigan, Oregon, and West Virginia.

Why educators choose to run for state office, how much time they spend on education issues once they get there, and whether they are viewed as friends or foes by state teachers' unions and other education lobbyists differs markedly, however, from one situation to the next.

### 'My Life's Experience'

Mr. Pierson, for instance, says that while education is a "significant issue" in his campaign, he has much broader political interests.

"My biggest point is that I've had 24 years—half my life's experience—teaching government," he says, "and I think I know about the process."

Like other teacher-candidates, he has also been active in politics for a long time, serving as a manager for other people's campaigns.

On the other hand, Representative Tina Fallon, chairman of the House education committee in Delaware, says she first ran for office the year after she retired from teaching specifically to influence state education policy.

"I could see the great need for changes in education," says the five-term Republican legislator, "and I felt most of the people who were talking about education . . . really hadn't been on the firing lines. So I thought, 'My gosh, I've had all this experience in three states and one foreign country, and I should get in there and do my 2-cents worth.' "

Other education-legislators describe a deep-seated fascination with politics—often reflected in their careers as high-school history and government teachers—and a desire to "be where the action is," as one lawmaker put it, or the urge to build on their previous political activities.

Representative Gene L. Hoffman of Illinois has been a legislator for 22 years, but he began his political life as a member of the Illinois Education Association.

"I was involved with the Illinois Education Association on teacher-welfare issues," he recalls, "and they kept telling me that you had to go to the legislature to get certain things done. So I decided that I should go to the legislature, and I did."

Since then, the Republican lawmaker, who credits himself with starting the I.E.A.'s political-action committee, says he has had a "falling out" with the teachers' union.

"As I got more involved in the legislative process and tried to look at things on balance, we had a falling out and they do not endorse or support me for re-election anymore," he says. "I just didn't think they were always right."

### 'Double-Edged Sword'

In fact, education lobbyists say the presence of educators in the legislature can be a "double-edged sword," in the words of Penelope Earley, director of public and governmental relations for the American Association of Colleges for Teacher Education.

"You either could have a built-in support group," she says, "or people who know the education issue well and have some dissatisfaction with it." The latter she refers to as "loving critics."

For that reason, many in the education community would prefer to have a sympathetic non-educator in the state house, says Paul R. Hubbert, executive secretary of the Alabama Education Association.

"It's probably easier to work with a layperson," he contends, "because sometimes people in education hold honest differences of opinion that may be very difficult to overcome."

Of the 140 legislators in Alabama, 58 are either educators, retired educators, or their spouses—a fact that some observers contend favors Mr. Hubbert.

But the union leader argues that the number of educators in the state house does not necessarily translate into votes. The political influence of his own union—which represents 92 percent of the state's classroom teachers—is more important, he asserts.

"I think most issues get decided on things other than whether [a legislator] is a teacher or not," he says.

And education-legislators "are not necessarily always together" in any case, notes Senator Rod Monroe of Oregon, a former public-school teacher. "They all tend to be supporters of education, but they often differ on collective-bargaining issues, on issues involving mandates to the school district, and so on."

Sometimes, they even find themselves voting for education bills they disagree with. Representative Barbara Perea Casey of New Mexico, for example, tells of backing home schooling, which she opposes, because her constituency supported it.

"It didn't make me a happy person," she recalls, "but I feel that I'm here to represent my constituents and I do what they want."

### An 'Important' Link

But while the votes of education-legislators cannot be predicted on any single issue, their presence is beneficial to the school community over the long run, others suggest, because they tend to be better informed and more sensitive to educators' concerns.

In Minnesota, for example, 11 percent of the state's part-time legislators are educators. Rose A. Hermodson, director of legislation for the Minnesota Federation of Teachers, says that does make a difference, because prior to and immediately following each legislative session, these lawmakers are "back in the classroom teaching."

Two years ago, when the Minnesota legislature passed a bill to fund teacher centers across the state, one of the lawmakers who spoke in favor of the measure was himself the director of a teachers' center, she recalls.

Education-legislators also "cut through a lot of the untruths and misunderstandings that people have about the schools," contends Harvey B. Press, president of the Rhode Island Education Association.

And Damon P. Moore, president of the Indiana State Teachers Association, says they generally understand the need for "friends of education."

He adds, however, that "every now and then, even teachers fall prey to the most dreaded disease of the legislature: amnesia."

"They forget whence they came," he says, "Sometimes, we must remind them that they have more information than some of their colleagues, and they are professionally obligated to continue to use their teaching tools."

### A Mixed Blessing

For their part, state lawmakers say that being an educator can be both a help and a hindrance.

Representative Hoffman of Illinois says that as a former teacher, he knows "what works and what doesn't work" and is able to avoid the "unintended" negative consequences of education proposals.

But others note that they have had to prove themselves to non-education peers, many of whom have little respect for teachers and view them as having a vested interest in education.

Senator Regis F. Groff of Colorado, an administrator with the Denver Public Schools, is serving his 14th year in the legislature. But while he has always been interested in education issues, he says, he did not focus on them early in his political career.

"I'm black, so I had to be concerned with trying to convince the legislature that I had an interest that transcended just social issues," he says. "You walk in, and the first thing they think you're going to talk about is welfare and housing and education."

To overcome that image, Senator Groff chose to work on consumer-rights issues, like insurance, "just so I could be seen as someone who knew something about other issues."

Even today, he asserts, his colleagues view him with mixed emotions. "They can't deny that I have a little better frame of reference to look at the issues involving education," he says. "On the other hand, they certainly think that I have a vested interest—almost a conflict of interest—and, therefore, they are suspicious or cautious."

### Conflict of Interest?

Debates about whether education-legislators have a "conflict of interest"—and should be prevented from running for public office or voting on certain issues—have arisen sporadically in various states.

Earlier this year, the New Mexico attorney general ruled that Representative Casey could not run for re-election while continuing to teach in the public schools. According to the ruling, public-school teachers are state employees, and state employees cannot serve in the legislature.

Two courts later overturned the ruling, based on the fact that teachers are employed by local school boards, and not by the state. And Ms. Casey is continuing her bid for re-election, even though the attorney general has asked the state appeals court to review the case.

Representative Casey's husband, Frank Casey, describes the experience as "pure unadulterated hell."

"Educators here have just been beat into the ground," he says. "It's a sin."

In Alabama, the conflict-of-interest debate is always simmering just beneath the surface, according to Melvin G. Cooper, executive director of the state ethics commission. Many educators, including university presidents, now sit in the legislature and participate in debates and votes that affect their institutions.

Three years ago, the ethics commission tried to prevent teachers or their spouses from voting on legislation that would provide insurance coverage or pay raises for public-school employees. But the Supreme Court of Alabama ruled that a public-school employee in the legislature could vote on such bills, as long as he was not affected by the measure "in a way different from . . . other members of the class to which he belonged."

Mr. Cooper still maintains that there is a clear conflict of interest involved in such votes. Education-legislators, he asserts, "tend to see a number of important issues with tunnel vision—'How will this affect education?'—and not every piece of legislation should be viewed that way."

### 'Virtually Everyone Has Them'

Others argue that educators have no greater conflict of interest than farmers who vote on agricultural bills, or bankers who vote on banking measures.

"Virtually everybody in the legislature has conflicts of interest," says Alan Rosenthal, director of the Eagleton Institute of Politics at Rutgers University. "If they didn't, they wouldn't be breathing."

"I think the only thing you can do with conflicts is, for the most part, disclose them," he says. "If people know where you're coming from, that's sufficient."

In addition, Mr. Rosenthal argues, most legislative issues are decided long before they come to the floor for a vote. "If you really wanted to prevent conflicts of interest, you wouldn't let the person speak, talk to associates, or in any way advocate a point of view," he says, "and that's clearly out of the question."

In the majority of states, the presence of educators in the legislature does not appear to be a controversial issue. But in at least some, educators and others are prohibited from collecting "dual salaries" during the days the legislature meets. And in a few instances, they cannot vote on issues that would benefit them directly.

In Alabama, for example, legislators cannot receive two salaries on the same day, so most of them refuse their legislative pay—$10 a day—when there is a conflict. Mr. Cooper notes that these same lawmakers get to keep their much higher expense allowance of $85 a day.

### Salary, Time Conflicts

Until recently, state legislators' salaries were hardly an inducement to serve in public office, particularly in part-time legislatures.

In the last few years, however, that situation has begun to change, especially in states with lengthy legislative sessions, like California, Illinois, Massachusetts, Michigan, New Jersey, New York, Ohio, Pennsylvania, and Wisconsin.

When Mr. Hoffman first ran for office in Illinois, he recalls, the pay was $7,500 annually, which barely covered his leave of absence.

"It didn't make a big hit in my income," he says, "because every day I was gone from school, I didn't get paid."

Now, Illinois legislators can earn as much as $35,000 annually, he notes, and many educators who run for public office pledge to become full-time lawmakers if they win.

As of early 1986, legislative salaries ranged from $100 annually in New Hampshire to $46,800 in Alaska, with the average being just over $17,000. In addition, lawmakers in all but six states receive a per diem allowance when in session or when on legislative business.

Compared with other professionals, educators might find this supplemental salary attractive, political observers suggest. Many lawyers can earn far more in private practice, they say, and are finding it increasingly difficult to balance their job demands with lengthy legislative sessions.

Most education-legislators interviewed last week, however, described the pay as a minimal inducement. And they said that it was often offset by the time demanded of them.

Senator Monroe of Oregon has been in the legislature for 12 years, and taught high school for nine of those. When the legislature was in session, he would take an unpaid leave from his job, he says, and "take a day off here, a day off there" for interim responsibilities.

Eventually, the pace became too bruising, Mr. Monroe says, and he was missing too many political meetings and speaking engagements scheduled during the day.

"I found that the legislature, as I was elevated to leadership positions, was almost a full-time responsibility," explains the lawmaker, who is assistant majority leader of the Oregon Senate. "I couldn't really do justice to either job by trying to maintain a classroom-teaching profession, so I went to part-time college teaching and administration."

Mr. Pierson of Colorado, on the other hand, maintains that if he wins, he wants to continue teaching his first-period class when the legislature is in session. It will be over at 8:20 A.M., he estimates, and the session at the capitol will commence "at around 9:00."

### Lacks 'Political Punch'

But if Mr. Pierson hopes to climb the path to political power, education is probably not the way to get there, according to experts.

In general, education committees are not seen as particularly powerful, despite the recent surge of school reforms and the high proportion of state revenue spent on education.

Says Representative Jim F. Stoicheff, House Minority Leader in Idaho and a "teaching principal": "When you first go into the legislature, many of the freshmen will serve on education—particularly in the House—because it's not an important committee."

"It's called a major committee, it meets the same time as the other committees, but it just doesn't seem to have any punch politically," he says. "And you actually get more done for education if you serve on the finance committee, or the revenue and taxation committee, or state affairs."

**Nation's State Legislators By Occupation, 1986**

| | |
|---|---|
| Attorney | 16% |
| Business owner | 14% |
| Full-time legislator | 11% |
| Agriculture | 10% |
| Retired | 7% |
| Education: | |
| Teacher/Coach | 8% |
| Principal/Administrator | 1% |
| College Administrator | 1% |
| College Professor | 1% |
| Business: | |
| Manager/Executive | 6% |
| Nonmanagerial | 5% |
| Real estate | 4% |
| Insurance | 3% |
| Misc. professionals | 3% |
| Medical | 2% |
| Communications/Arts | 2% |
| Homemaker | 2% |
| Accountant | 1% |
| Engineer/Architect/Scientist | 1% |
| Local-government employee | 1% |
| Not known or other | 4% |

SOURCE: "State Legislators' Occupations: A Decade of Change," National Conference of State Legislatures

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EDUCATION WEEK

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# English Fluency, Attainment Linked in New NAEP Study

By Robert Rothman

WASHINGTON—Schools should develop the English competence of language-minority pupils in order to ensure their academic success, an analysis of the most extensive national assessment of Asian and Hispanic student achievement has concluded.

But the study also found that there is "little or no consistent relationship" between school achievement and the use of a language other than English at home.

The study, conducted by the National Assessment of Educational Progress, found that Asian students—who tended to take more rigorous coursework and have more positive attitudes about schooling—outperformed their white and Hispanic peers in both reading and mathematics at all grade levels tested.

But it also found that the Hispanic students who claimed competence in English performed relatively well on the assessments, regardless of whether they spoke Spanish at home.

"It would appear that whether or not one comes from a home where a second language is frequently spoken is not an important issue in itself, but whether or not one is competent in English is," the study concludes.

"While frequency of use of one's non-English language in the home is not a variable that can be easily manipulated," it adds "the development of English competency is manipulable and should be of high priority within school systems."

The study, written by researchers at the Educational Testing Service, which administers NAEP under contract to the U.S. Education Department, was completed last

Continued on Page 19

## New Directions

Julie A. Miller/Education Week

Secretary of Education Lauro F. Cavazos says he'll use his office to fight "undereducation." Page 14.

# Attorney General Argues the Case For Drug Testing

## *U.S. Interest 'Intense,' He Tells High Court*

By Tom Mirga

WASHINGTON—In a rare appearance before the U.S. Supreme Court, Attorney General Richard Thornburgh last week urged the justices to back a federal drug-testing policy that could set the pattern for similar requirements for teachers and other school employees.

Presenting the Reagan Administration's case in a dispute involving railroad employees, Mr. Thornburgh contended that the government's interest in ensuring the safe operation of trains far outweighs workers' Fourth Amendment right to be free from unreasonable searches.

"Surely, testing jockeys of these mammoth rolling time bombs should be permitted," the Attorney General said, noting that the Court had let stand an appellate ruling that upheld a testing requirement for racehorse riders.

Solicitor General Charles Fried offered similar arguments in a second lawsuit over the Customs Service's rule forcing employees seeking promotions to certain "sensitive" posts to submit to drug testing. According to Mr. Fried, it is "entirely reasonable" to require those on the front lines of the nation's drug-interdiction effort to go through this "rite of passage."

Unions representing teachers, school-bus drivers, and other school workers have been watching the cases closely because a handful of school districts have adopted testing programs, saying they are needed to ensure school safety and to provide students with positive role models. Rulings by the Court in favor of the government could prompt an explosion in the number of such programs.

Thus far, state and lower federal courts have tended to hold in favor of the unions in school-related drug-testing cases.

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# Digital Data: More Managers Tapping Computer Power

## *But Usage Limited by Costs, Fear of Change*

By Peter West

Simply by pressing a few buttons on the computer terminal at his desk, Donald Helms now has instant access to the school-planning information he once waited days or weeks to receive.

Frustrated by the turn-around time involved in data processing, the California superintendent decided 18 months ago to upgrade the Corona-Norco Unified School District's computer system.

He invested in new software that enabled the central mainframe computer to store everything from purchase orders and payroll records to student grades and attendance.

Then, he made sure school officials had easy access to the information by linking up a number of "dumb" terminals to the mainframe.

"What used to be a three-week delay while we processed the paperwork is no longer there," Mr. Helms says proudly. "We're up and doing what a lot of people aren't even considering yet."

In fact, the suburban San Bernadino district is one of a growing number nationwide that have grasped the vast administrative potential of the computer.

But several stubborn problem areas—from the cost of updating equipment made obsolete by new technology, to a lingering resistance to change—are thwarting the development of more sophisticated management applications, experts say.

Nick Gangwish, executive director of management-information systems for the Jefferson County, Colo., school system, has sur-

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## *Florida, N.Y. Building State Records Systems*

By Peter West

To transfer student records from a school in Tallahassee to another one across Florida can take as long as six weeks, a time-lag that officials say is bound to increase as the state's school-age population continues to boom.

But if the Florida Information Resource Network goes into operation as scheduled early next fall, such transfers will take place electronically—and almost instantaneously.

Florida has mandated that each of its 67 school districts become part of an electronic network to share education records, statistics, and other data.

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Don Hogan Charles

Schools Chancellor Richard R. Green visits with New York City pupils.

# A Taste of Big Apple After Minneapple: Green Bites Into Field's 'Impossible' Job

By William Snider

NEW YORK CITY—When Richard R. Green moved here eight months ago to assume the leadership of the nation's largest school system, he brought with him a plaque that had rested on his desk in Minneapolis. It reads: "Notice to all employees: no task will be evaded merely because it is impossible."

The message is proving to be very appropriate as he learns the ropes in what some have called "the impossible job." He is attempting to exert control over a system whose bureaucratic intransigence is legendary—and matched only by the city's merciless political milieu.

Hailed as a potential savior for the trouble-plagued system when he arrived last March, the former Minneapolis chief in recent months has been the subject of a series of stinging media reports that cite a growing impatience with the pace of his reforms.

That impression is countered, however, by those whose support the new chancellor most needs for effective reforms, including board members, the teachers' union, the mayor, and business leaders.

They say he is moving as fast as can be expected of a person with no prior experience in New York City, who is faced with problems that have accumulated over sev-

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## Also in the news

5 **'Compact' In Jeopardy?**
Boston business leaders say they will not renew their partnership program without greater reforms in schools.

7 **Teenage Mothers' 'Learnfare'**
A massive study raises questions about implementing the federal welfare law's education requirement.

8 **Dueling Admission Tests**
A rival enters the private-school market to go "head to head" with the dominant Secondary School Admission Test.

## IN SUMMARY

**Teacher-Assessment Debate**
While the Educational Testing Service makes plans for a new national examination of teachers by 1992, skeptics are questioning whether such efforts will improve educational quality. **Page 6.**

**Helping Teenage Mothers**
Despite intensive personal attention and educational assistance, many teenage mothers remain dependent on welfare and without a high-school diploma, a new study has found. **Page 7.**

**Resurgent State Boards**
Members of state boards of education are pondering ways to regain some of the influence that slipped away from them during the early years of the education-reform movement. **Page 10.**

**South Carolina Leasing Okayed**
A South Carolina judge has cleared the way for districts to finance construction projects through lease-purchase plans, and thus avoid having to seek voter approval for such spending. **Page 12.**

**Louisiana Districts Stranded**
The defeat of a tax-reform bill has left Louisiana districts without a way to raise the $300 million needed to make up for expected cuts in state aid for "noninstructional" programs. **Page 13.**

**Controversial Head for O.E.R.I.**
Patricia M. Hines, who was involved in a fight over education research programs in the early 1980's, has become acting head of the office of educational research and improvement. **Page 14.**

**Chapter 1 Rules Released**
The Education Department has issued proposed regulations implementing changes mandated by the Congress in the Chapter 1 compensatory-education program **Page 15.**

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# ACROSS THE NATION

## NATIONAL

### Groups To Develop Framework For Civic-Education Curricula

Two national organizations have launched a two-year project to develop and implement a curricular framework for the study of civics in the schools.

Funded by a $1-million grant from the Pew Charitable Trusts, the project will define the skills and knowledge necessary for "preparation for the office of citizen," said Diane U. Eisenberg, co-director of the project.

Ms. Eisenberg is the executive director of the Council for the Advancement of Citizenship, a Washington-based coalition of education organizations, which is launching the program along with the Center for Civic Education.

The center, based in Calabasas, Calif., will develop a K-12 framework during the next year, Ms. Eisenberg said. Meanwhile, she noted, a national review council will assess the proposal and enlist support for its implementation. The review panel will be chaired by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching.

## STATES

### Texas Districts Report Inability To Meet 22-Student Class Limit

Officials of more than 140 Texas school districts have told state officials that they cannot meet the 22-student limit imposed on kindergarten and the first four grades.

The districts' requests for exemptions from the statewide limit have drawn sharp criticism from the Texas Federation of Teachers, the state American Federation of Teachers affiliate.

The districts have not tried hard enough to satisfy the limits enacted four years ago, contended John O'Sullivan, secretary-treasurer of the union. "Three years is more than enough time to provide both the teachers and the buildings. We think any further variances or exemptions are not appropriate," he said.

The Texas legislature enacted the 22-student limit as part of sweeping education reforms adopted in 1984. The law required school districts to meet the limit in kindergarten through 2nd grade in 1985 and in 3rd and 4th grades this year.

Commissioner of Education William N. Kirby granted 121 waivers from the limit last year. But he has warned the state's 1,084 districts not to expect exemptions at the lowest grade levels. Some 35 districts have asked for waivers in kindergarten and 1st and 2nd grades, a spokesman said.

Mr. O'Sullivan maintained that some districts are meeting the limit by increasing the number of students assigned to 5th- and 6th-grade teachers and moving the free teachers to lower grades. The federation wants the legislature to tighten the class-size law, he said.

■ **Seventeen Mississippi districts have been placed on academic probation by the state's Commission on School Accreditation.**

The commission imposed the year-long sanctions on 16 districts in which fewer than 70 percent of high-school juniors passed the state's Functional Literacy Examination. The exam became a graduation requirement last spring.

Another district was placed on probation because an administrator made copies of the exam ahead of time to distribute to teachers, thereby compromising the security of the test questions, said Yvonne C. Dyson, the commission's executive secretary. The administrator was fired as a result.

Ms. Dyson said the commission also warned 29 districts that they face probation if they do not improve student performance.

■ **While Georgia schools need to reduce paperwork burdens on teachers and administrators, they should not go so far as to cut back on student testing,** State Superintendent Werner Rogers has said.

At a recent press conference, Mr. Rogers said he agreed with the recommendations of his Paperwork Reduction Task Force that his department should streamline its attendance and class-size reporting requirements and ensure that publishers provide guides matching their textbooks with the state's required curriculum.

But Mr. Rogers declined to endorse the task force's call for the elimination of statewide standardized testing in 4 of the 10 grades where it now occurs, on the grounds that the move would require legislative approval. Most legislators are thought to oppose a reduction in testing.

■ **California school districts employed 10 percent fewer administrators last year than allowed by state law,** according to a report by Bill Honig, the state superintendent.

Only 18 of more than 1,000 districts exceeded the ratio of administrators to teachers set by a law limiting bureaucratic growth. The state's schools are leaner now than five years ago, even though enrollment has grown by 450,000 students, he said.

The report sought to rebut an earlier study by the state controller, which argued that school districts had too many administrators.

■ **Maine should establish regional academies to train educators in teaching students who are not bound for college,** according to the Maine School Superintendents Association.

The association made the recommendation after discovering a large gap in scores on the state testing program between students who were headed for college and those who were not, a spokesman said.

The association called on the Department of Educational and Cultural Services to improve programs for noncollege-bound students.

■ **Arkansas districts with disproportionate numbers of black students in special-education classes must justify their classification policies,** state officials have directed.

The department of education acted after finding that 85 of the 134 districts with black enrollments of at least 5 percent had assigned black students to special-education classes more often than white students. Blacks represent 30.4 percent of special-education students in the state, but only 24 percent of the total school population.

State officials have also asked the 90 districts that have assigned more than 13 percent of all their students to special-education classes to attempt to lower their rates to the statewide average of 10.4 percent.

### Roamin' Schoolhouse

E.M.U. Photo

The 93-year-old Town Hall Schoolhouse travels to its new home on the campus of Eastern Michigan University in Ypsilanti. After extensive renovation work aimed at restoring it to its original appearance, the one-room school building will serve as a museum and archives of the history of education.

## DISTRICTS

### Transfer Plan Said To Aid Suburbs but Hurt Milwaukee

Some suburban Milwaukee school districts are making money from bonuses they receive from the state for participating in a desegregation program, while Milwaukee schools are losing money on the transportation costs of the program, according to state and local officials.

Under the transfer program, white suburban students may attend city schools, and minority city children may attend suburban schools. Districts get money from the state for each transfer student.

According to state education department figures, Milwaukee received about $26 million this year under the program. But the district spent $25 million to supply transportation for all of the nearly 5,400 participating students.

That left only $1 million to cover the cost of educating the more than 1,000 suburban students who transferred to Milwaukee.

But payments to 19 suburban districts, which have no transportation costs under the program, will total $21.6 million. That amount includes more than $3.2 million in bonus payments, which districts receive when at least 5 percent of their students are transfers.

Some state lawmakers have called for elimination of the bonus payments.

■ **Fairfax, Va., teachers were absent less often last year because of the district's new merit-pay system,** according to district officials.

Absenteeism, which had jumped by 20 percent between 1984 and 1987, fell by 17 percent in the last year. Officials told the school board last month that the only factor that could account for the sudden turnaround was the merit-pay system, which took effect last year. The system includes a performance evaluation that takes a teacher's absence rate into account in determining promotions.

Fairfax teachers took an average of 11.4 days off during the 1987-88 school year—about 2 fewer days than in the previous year, but still 2.6 days more than the national average.

■ **San Francisco school officials have launched a project aimed at developing the speaking and writing skills of the district's polyglot population.**

The project, known as Humanities Education, Research, and Language Development, will bring together English and social-studies teachers in order to develop humanities curricula that would increase student participation in speaking and writing activities.

The HERALD project will help students "communicate in an intelligent way," said Ramon C. Cortines, San Francisco's superintendent of schools. Special efforts are needed in the district, he said, because nearly half of its students come from homes where English is not the primary language.

Funded by grants from the Rockefeller, Stuart, and William and Flora Hewlett foundations, the HERALD project this year will include 27 teachers and more than 1,000 9th graders in five high schools. Five new schools will be added each year until all 25 high schools are involved.

■ **Graduates of the Whitewater (Wis.) High School will soon be able to give prospective employers a well-documented record of their work habits and personal characteristics.**

Under a plan approved by the school board, the school's 260 freshmen and sophomores will be evaluated by each of their teachers this January on both their work habits and their academic achievement. The ratings will assess pupils' attendance, timeliness and quality of work, behavior, ability to follow instructions, and ability to work with others.

Upon graduation, students will receive a "diploma folder" containing those reports, along with annual self-evaluations, references from previous employers, and a record of nonschool activities.

## DIMENSIONS

### Seeing Through Principals' Eyes

**The beliefs held by high-school principals about many key educational issues have fluctuated markedly over the course of the last two decades, according to a new report by the National Association of Secondary School Principals.**

**The report provides the responses to surveys conducted in 1965, 1977, and 1987 on principals' beliefs, responsibilities, and characteristics. *(See Education Week, Nov. 2, 1988.)***

**Responses to the surveys suggest that the principals of the 1970's were considerably more pessimistic than those of the preceding and succeeding decades about the chances of providing a solid academic education to many of their students.**

**"On several issues, the current opinions of principals are more like those of their 1965 counterparts than those in 1977," the report observes.**

**Copies of the report, "High School Leaders and Their Schools," are available for $9.00 each from NASSP Publications Sales, 1904 Association Dr., Reston, Va. 22091.**

| Opinion | 1965 | 1977 | 1987 |
|---|---|---|---|
| Grouping according to IQ or achievement is desirable in academic subjects. | 62% | 53% | 57% |
| Schools should provide a general intellectual background and leave specific job training to other agencies. | 67 | 10 | 56 |
| Youths who are uninterested in schooling should not be required to attend. | 34 | 59 | 47 |
| Schools require far too little academic work of students. | 16 | 56 | 46 |
| School attendance should be mandatory until high-school graduation, or age 18. | 30 | 15 | 34 |

SOURCE: The National Association of Secondary School Principals.

## PEOPLE

■ A Grand Haven, Mich., high-school sophomore has received hundreds of letters from Soviet citizens since a letter she wrote about nuclear war to Soviet leader Mikhail S. Gorbachev was published in a book in Moscow.

**Debora Harko**, 15, wrote the letter a year ago as part of a class assignment. Because she did not receive an official response from the Soviet government, she was surprised last June when she began to get postcards, drawings, and letters from people all over the Soviet Union.

In August, a Soviet journalist solved the mystery when he sent her a copy of a book published this year called *Americans Write to Gorbachev*. Ms. Harko's letter was one of few in the book published in both English and Russian.

She said she suggested in her letter that both countries negotiate a "strict" peace treaty and eliminate nuclear weapons. She also recommended that leaders of the United States and the U.S.S.R. meet face to face every year.

■ **Lawrence McMullin**, a biology teacher at Rangely (Colo.) Middle School, has found himself trapped in a legal battle with the Colorado Wildlife Division over two dead owls.

The teacher, by his own admission, was slow in applying for the permit required to collect wildlife in Colorado. But he says he had no idea that his effort to pique students' curiosity in birds of prey by bringing "roadkill" into his classroom would result in charges against him on two counts of illegal possession of wildlife.

Renzo Del Piccolo, a regional wildlife manager for the state, contends, however, that as a falconer the teacher should have been aware that a state permit is required to collect wildlife—"no matter where or how it is obtained."

During the summer, Mr. Del Piccolo searched the teacher's classroom, confiscated the two dead owls, and fined Mr. McMullin $548 for failing to have the permit.

The teacher, who has pleaded not guilty to the charges and has taken his case to the courts, says the wildlife division is "fighting someone who in the long run could make their jobs easier by increasing students' awareness of wildlife."

■ Incensed by a segment on the Phil Donahue show last year in which a guest asserted that homelessness was nonexistent in the Soviet Union while thousands lived on the streets in the United States, **Jill Tucker**, a health-occupations student at Morrow (Ga.) Senior High School, decided to investigate the severity of the problem in this country.

She helped promote a class visit to a shelter in Clayton County, Ga., and the formation of a group called Students Promoting Love and Support for the Homeless, or SPLASH.

The group, which has been serving meals at shelters and providing entertainment for homeless children in an effort to increase their self-esteem, has also worked to get other high schools across the country involved in projects like SPLASH.

In a campaign to awaken others to the "crisis of homeless children being devastated by their situation," the students have begun a newsletter and devised a plan that other schools can use to begin their own SPLASH chapters, said Pat Siefferman, the group's advisor.

Both the newsletter, called *Ripples*, and the "A.B.C." (for Awareness, Become Involved, and Call) plan are being sent to schools in Clayton County but can be obtained by any high-school group interested in the program by writing to: SPLASH, Morrow Senior High School, 2299 Old Rex Morrow Rd., Morrow, Ga. 30206.

■ Administrators, journalism teachers, and students all must do a better job of presenting controversial topics in print, says **Robert E. Reynolds**, the principal of Hazelwood East High School in St. Louis, whose censorship of the school newspaper was upheld by the U.S. Supreme Court last January.

In a recent debate with the editor of the Louisville, Ky., *Courier-Journal*, David Hawpe, Mr. Reynolds defended the right of administrators to "assist in the editorial process in an 'enlightened' way."

Principals, as the instructional leaders of their schools, are "very much a part of the publishing process of all student publications," Mr. Reynolds argued.

Although sensitive topics should not be kept out of school-sponsored newspapers, Mr. Reynolds told a convention of Associated Press managing editors, student journalists must be taught to exercise their First Amendment rights in a responsible manner.

## RESEARCH AND REPORTS

### Few Households Found Donors To Education, but Gifts Generous

Americans who give to education tend to do so relatively generously, a survey conducted for the Independent Sector indicates.

The umbrella group for charitable organizations found that households that gave to education in 1987 averaged a donation of $293—more than the comparable figure for any other area except religion, which received an average household contribution of $715.

On the other hand, only 15 percent of households reported giving to elementary, secondary, or higher education last year. Larger percentages said they had contributed to religious, health, human-services, and youth-development causes.

Copies of the report, "Giving and Volunteering in the United States," are available for $10 (summary) or $25 (full report) from the Independent Sector, 1828 L St., N.W., Washington, D.C. 20036.

■ **Americans must master 13 "basic" skills in addition to the traditional "three R's" to compete in the workforce,** according to a study by the American Society for Training and Development.

"The new worker will be expected to have a set of skills that were previously required only of supervisors and management," according to Anthony P. Carnevale, chief economist and vice president for national affairs at the A.S.T.D.

The skills sought by employers, the study said, include knowing how to learn, problem-solving, negotiation, and leadership.

The most effective way for employers to teach these skills is "to relate them directly to workers' jobs," the study said.

Copies of the study, "Workplace Basics: The Skills Employers Want," are available for $2 each from the A.S.T.D., 1630 Duke Street, P.O. Box 1443, Department T, Alexandria, Va. 22313.

# English Fluency Linked to Attainment

*Continued from Page 1*

summer but was not formally released to the public due to budget constraints, according to officials.

"This was done on a relative shoestring," said Chester E. Finn Jr., the former assistant secretary of education for educational research and improvement.

Despite its limited distribution, Mr. Finn added, the study could play a role in the ongoing debate over the efficacy of bilingual education. While the assessment could not determine the most effective method of teaching limited-English-proficient students English, he said, it "plainly argues what the learning objectives should be" for those students.

"English-language fluency ought to remain the primary education goal in efforts to deal with non-English-origin kids if we care about their educational achievement," Mr. Finn said.

But James J. Lyons, counsel to the National Association for Bilingual Education, warned that while "our goal has to include English-language fluency," such fluency alone is insufficient.

"There are lots of programs," he said, "that help children learn science, math, and social studies in their native language while they are learning English, so that they don't fall behind and don't drop out."

### Larger Group Tested

NAEP is a Congressionally mandated assessment that regularly tests a national sample of students in reading, math, writing, and other subjects.

While the tests' sampling procedures yield reliable information on the performance of white and black students, NAEP officials said, the sample of Hispanics, Asians, and Native Americans has tended to be too small to allow researchers to analyze variables associated with the achievement of those groups.

A previous E.T.S. study on the performance of language-minority students, which was based on data from the 1983-84 NAEP assessment, was "limited" because of the sample size, the new study notes. The earlier study, released in 1985, was sharply criticized as "misleading, oversimplified, and speculative" by Mr. Finn. *(See Education Week, April 2, 1986.)*

To provide "more reliable national performance data for the growing Asian and Hispanic populations," the study notes, NAEP conducted a special assessment in 1985-86 of 3,329 3rd graders, 4,133 7th graders, and 3,531 11th graders. The test takers included a nationally representative sample of Asian Americans and representative samples of Mexican-American, Cuban, Puerto Rican, and other Hispanic students—those from the Caribbean Basin and Central and South America—attending schools with a high concentration of Hispanic pupils.

The sample also included 427 Native Americans, but that group was too small to yield reliable data, researchers said.

### Asian Advantage

The study found that, in math, Asian students significantly outperformed all other groups at all grade levels, and that Hispanics tended to do substantially less well than their Asian and white peers.

One exception, it noted, was in 11th grade, where Cuban students, with an average score of 66 percent correct, performed better than all other Hispanics and nearly as well as white 11th graders.

In addition, other Hispanic 11th graders also outperformed Mexican-American and Puerto Rican students.

On the reading test, the researchers were able to draw conclusions only about the 7th graders, since the test proved to be too hard for most 3rd graders and too easy for most 11th graders.

As with the math test, the researchers found that Asian students, with an average score of 52.5 percent correct, narrowly outperformed the white students and significantly outscored the Hispanic and black students.

"The conventional wisdom is that Asians can do well in math, but can't read," noted Mr. Finn. "This shows that not to be the case."

### Ethnic Differences

In analyzing the possible explanations for these performance levels, the study found differences in family background, attitudes, and school experiences among ethnic groups.

For example, it found that among Hispanics, Cuban students, who were the most likely to speak Spanish at home, rated their English competence as relatively high.

Puerto Rican students in grades 7 and 11, it found, were most likely to report that they had been retained in their grade at some point in their school career. And Cuban 11th graders were more often in an academic track than their Puerto Rican and Mexican-American peers.

Asians, the study found, were generally more likely to come from families with high educational attainment, to use their non-English language seldom outside of home, to be enrolled in academic tracks, and to report doing more homework than students from other groups.

Moreover, the report observes, Asians "tended to have many school-related attitudes and behaviors that are associated with high levels of achievement—they reported that their parents had high educational aspirations for them and the students indicated a high belief in effort as a critical factor in educational success."

Differences in background and school characteristics, the study concluded, did not explain the difference between the high-performing Asians and other groups.

### Coursework and Attitudes

According to the study, these findings suggest changes schools can make in improving the performance of language-minority students.

In addition to developing students' English competence, it suggests, schools could help ensure that Hispanic students take more rigorous courses.

"Although there are many reasons why students are not enrolled in more rigorous, academic courses at the high-school level—previous academic performance in the subject area, lack of interest, poor counseling, unavailable teaching personnel, to name a few—it is important to prepare and encourage Hispanic students to enroll in these courses," the report says.

It also argues that schools should develop among students the belief that effort, not merely ability, can contribute to achievement.

**Mathematics Achievement, Grades 3, 7, and 11**

| Ethnic group | Grade 3 (18 items) | Grade 7 (22 items) | Grade 11 (28 items) |
|---|---|---|---|
| **Special study sample:** | | | |
| Mexican American | 48.4[1] | 51.6 | 58.0 |
| Puerto Rican | 46.9 | 48.4 | 56.3 |
| Cuban | 46.8 | 51.7 | 66.3 |
| Other Hispanic | 51.3 | 51.4 | 60.3 |
| Asian | 65.3 | 66.9 | 78.1 |
| Native American[2] | 44.8 | 44.1 | 57.8 |
| **Regular NAEP sample:** | | | |
| White | 58.6 | 58.9 | 68.0 |
| Black | 46.2 | 47.2 | 52.1 |

[1] Weighted means percent correct, based on 18 items at grade 3, 22 items at grade 7, and 28 items at grade 11. Comparison cannot be made across grades in this table. Each grade had different items and the sets of items were not equated.

[2] Interpret with caution.

SOURCE: National Assessment of Educational Progress

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# Cavazos Seeks Advice on Cutting Down College-Loan Defaults

WASHINGTON—Secretary of Education Lauro F. Cavazos last week asked the Congress, the public, and the education community for advice on steps to reduce defaults on federally guaranteed loans to college students.

Although the Education Department and the Congress have adopted policies to reduce defaults, the Secretary said, further action is needed to prevent future increases in the cost of covering defaulted loans.

Mr. Cavazos' request for comments appeared in the Nov. 3 *Federal Register*. He asked for advice on a broad range of issues, including the extent to which lenders, guarantee agencies, and colleges should share in the risk of defaults; whether students with poor credit records or without high-school diplomas should be permitted to borrow under the program; and ways to improve communication between lenders and borrowers.

The responses will assist department officials in developing legislative, administrative, and regulatory proposals, Mr. Cavazos said.

Comments should be submitted to: Kenneth D. Whitehead, acting assistant secretary for postsecondary education, U.S. Department of Education, 400 Maryland Ave., S.W., ROB-3, Room 4060, Washington, D.C. 20202-5121. —R.R.

---

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Student suicide has increased 140 percent, teenage homicide 232 percent, juvenile delinquency rates by 131 percent, the illegitimate birth rate by 141 percent.

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The authors are veteran teachers and administrators with extensive first-hand experience with these problems on the classroom, building and district levels.

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# EDUCATION WEEK

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## Test Producers Pledge To Abide By Fair Practices

### *New Code Is Faulted For Lack of Sanctions*

**By Robert Rothman**

In a major step toward self-regulation, the nation's leading publishers of achievement and college-admissions tests have signed a "code of fair practices" for test developers and users.

The statement, which is expected to be released this week, represents what one official called a "product warranty" to ensure that the rights of test takers are protected.

Although it does not propose sanctions for violators, the code pledges the signers to go through specific procedures to assure the appropriateness, proper interpretation, and fairness of their tests.

"This provides a focus for testing organizations to commit publicly to practices that are fair to students, who are essentially the objects of testing in this country," said Richard Ferguson, president of the American College Testing Program and a signer of the code.

"Though many organizations do commit, in their behavior, to these practices," he added, "it is nevertheless a useful thing for the practices to be publicly known and identified with testing organizations."

The fact that "the six organizations that provide the largest portion of tests in American schools have agreed to endorse the code," added Gregory R. Anrig, president of the Educational Testing Service, "is healthy for students and parents."

"This is the first time any endeavor in the private sector had the major firms get to-

*Continued on Page 20*

### Other Election Highlights

AP Wide World Photos

**Indiana's Evan Bayh** (above) is among 4 new governors. **9**

**English becomes** "official" in Arizona, Colorado, Florida. **10**

**Tax-limitation** measures defeated in 3 states. **11**

**Washington State's** contest for school chief a toss-up. **12**

**Detroiters oust** 3 board members, reject tax hike. **12**

**Education lobbyists** mourn defeat of "best friend." **13**

## After Victory, Speculations About 'Education President'

**By Julie A. Miller**

***Election '88***

WASHINGTON—In the wake of last week's election, education observers are pondering whether President-elect George Bush will follow through on his campaign pledge to become the "education president" by making children and the schools a major priority of his Administration.

For former Gov. Lamar Alexander of Tennessee, who advised the Bush campaign on education issues, the answer is clear.

"No president has ever before said that, committed himself to do that, at the beginning of his term," he said. "It is unprecedented to push education so high up as a Presidential priority."

"I think you can expect a lot of attention and concern about the children of America, all the way from child care and day care through Head Start and American education in general," added former Secretary of Education Terrel H. Bell, another Bush adviser.

But others were less sure that Mr. Bush's campaign rhetoric would translate into Presidential action.

"I think any sensible and knowledgeable observer of the American scene has got to come to the conclusion that we need executive direction from the President on that issue, so I can hardly be anything but delight-

*Continued on Page 13*

## California Voters Back 'Guarantee' For School Funding in Constitution

**By Richard Colvin**
Special to Education Week

LOS ANGELES—By a razor-thin margin, California voters last week approved a measure giving public schools and community colleges hundreds of millions more in revenues this year and assuring them a set percentage of the state's budget in future years.

The measure, Proposition 98, makes California's constitution the first in the nation to "guarantee" a specified proportion of the state budget for education.

It also amends the constitution's so-called Gann limit on state spending to require a portion of any excess revenues to be earmarked for the schools and community colleges. And it requires school districts to issue annual report cards on each of their schools.

Supporters of Proposition 98—including the state school chief, Bill Honig, and groups representing teachers, administrators, and parents—were ebullient over the victory, which was won by only 135,000 votes out of 8.7 million cast.

The success was especially sweet for the California Teachers Association, which led the drive to place the measure on the ballot.

California voters also approved three ed-

*Continued on Page 11*

Jose Galvez/L.A. Times

**State Supt. Bill Honig (left) and union chief Ed Foglia at press briefing last week.**

## *In Pittsburgh: New Approaches to Testing Track Arts 'Footprints'*

John H. Schurmen

**Educational Testing Service researchers observe work in progress in arts class.**

**By Lynn Olson**

PITTSBURGH—The 7th-grade violinists listen to two recorded versions of "Chop Sticks"—one their first sight-reading of the piece and the other a rehearsed performance several days later.

Then they bend over the sheet of paper in front of them and begin to write: What was good or bad about the performance? What got better the second time? How could the ensemble improve?

The exercise is part of an experimental research program in music, the visual arts, and creative writing undertaken by Harvard University's Project Zero, the Educational Testing Service, and the Pittsburgh Public Schools.

Known as Arts PROPEL, the project's goal is to create curricula and assessments that provide a much richer depiction than is now available of how children learn and grow artistically.

Today, most student tests are given at the end of a semester or school year. And they provide little guidance for teachers on how to change their day-to-day activities.

In contrast, PROPEL is designing assessments that are woven into the warp and

*Continued on Page 22*

## Dade County Plans A 'Gun Awareness' Program for K-12

**By Lisa Jennings**

In an attempt to cut down on the number of accidental shootings involving children, the Dade County, Fla., board of education has voted unanimously to adopt a four-part "gun awareness" program that will make the district the nation's first to offer a K-12 curriculum on the subject.

Central to the program, officials said last week, will be the message that guns are dangerous and children should avoid them.

The district was eager to disassociate its effort from curricular materials being offered by the National Rifle Association.

James Fleming, the associate superintendent for communications and management services, said that the N.R.A. package makes it seem "perfectly normal and natural to have a gun in the house."

"We don't want it to appear normal and

*Continued on Page 25*

### Also in the news

**A 'Flood' of Immigrants**
Some schools are struggling to meet the demands of amnesty's second phase.
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**A Case of 'Malpractice'?**
A Kentucky suit says that school negligence caused a boy's failure to learn.
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**A Brawl Over Recess**
In Toledo, giving children more playtime has divided the school system's adults.
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**A Bureaucratic Reshuffle**
Federal programs on children would be realigned under controversial plan.
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**New S.A.T. Ahead?**
The College Board is considering major changes in the Scholastic Aptitude Test, including longer reading passages, open-ended mathematics questions, and a writing test. **Page. 5.**

**'Educational Malpractice'**
A Louisville, Ky., man is suing the private school his son attended for nine years, contending it was negligent in discovering and dealing with the boy's learning disability. **Page 6.**

**Satisfaction Guaranteed!**
A Catholic high school in suburban Minneapolis is offering prospective students a full refund of tuition payments if they are not happy after attending classes for a month. **Page 7.**

**AIDS Prevention**
AIDS-prevention programs need to address adolescents in ways that young people can easily understand, a new report by the General Accounting Office concludes. **Page 8.**

**Children's-TV Bill Vetoed**
President Reagan has pocket-vetoed a bill that would have restricted advertising during children's television programs and required broadcasters to air educational programming. **Page 17.**

**Court Accepts Bias Case**
The Supreme Court has agreed to decide whether an appellate court misinterpreted a key civil-rights law in a suit involving the racially motivated firing of a Dallas high-school football coach. **Page 18.**

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**FORUM**
Business and Education
Share Common Goal
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# ACROSS THE NATION

## NATIONAL

### Macmillan Agrees to Takeover By British Publishing Magnate

Officials of Macmillan Inc., a leading textbook publisher, have ended months of resistance by agreeing to accept a takeover offer from Robert Maxwell, a British publisher.

The move followed the Delaware Supreme Court's rejection of an attempt by Kohlberg, Kravis, Roberts and Company, a New York investment firm, to purchase the company. Macmillan had sought an offer from Kohlberg, Kravis in order to stave off Mr. Maxwell's advances. The court ruled, however, that the bidding process used by the investment firm was illegal.

The $2.5-billion deal will add substantially to Mr. Maxwell's stake in the American educational-publishing industry. In June, Mr. Maxwell purchased Science Research Associates, a major testing firm.

In addition to its sizable school-textbook and trade-book divisions, Macmillan also owns the Berlitz language schools, the Katherine Gibbs secretarial schools, and a legal-text company.

## STATES

### North Carolina Career-Ladder Plan Said To Aid Student Achievement

North Carolina's career-ladder program for teachers has led to clear achievement gains by students, according to a state education department study.

The study looked at student achievement in the 16 school systems participating in the three-year-old pilot program, which seeks to improve the teaching force through incentives, performance-based pay, and improved evaluation techniques.

The study found that students in the pilot districts posted bigger gains—and, in some cases, smaller losses—on the California Achievement Test than did students in other systems. More students in the experiment also raised their scores above the national median.

David Holdzkom, personnel-relations director for the department, said the results could bolster efforts next year to expand the career-development initiative.

Proposals for expansion are likely to face strong opposition from the North Carolina Association of Educators, which has been critical of the pilot program.

■ **Kentucky school systems will have to examine the criminal records of their bus drivers,** under regulations approved by the board of education this month.

The board's action came in the wake of charges against two local school-bus drivers for operating their buses while intoxicated.

Under the regulations, expected to take effect this spring, school superintendents would discipline drivers with a history of drunken driving, and fire any found to be intoxicated while on duty.

Districts also would be prohibited from hiring as a bus driver anyone convicted in the past five years of driving under the influence of alcohol or drugs.

■ **Nebraska will pay for mobile classrooms used in helping handicapped and disadvantaged private-school students,** under regulations signed by Gov. Kay A. Orr.

Before the rule change, districts were responsible for buying the converted vans, which park outside private schools to deliver the special-education and remedial services that students are entitled to receive under federal law.

A 1985 Supreme Court decision barred public-school teachers from entering church-related schools to provide the services. *(See Education Week, Oct. 26, 1988.)*

The state board of education had approved the rule change by a 6-to-1 vote.

■ **The Idaho Board of Education has refused to divide itself** into panels specializing in precollegiate and postsecondary education.

Gov. Cecil D. Andrus in June urged the panel to consider the split, which some educators have been advocating for several years.

The board rejected the plan after leaders of professional educators' groups said they were content with the current arrangement.

## DISTRICTS

### Charges of Promotion Peddling Hit New Jersey School-Board Members

The indictment of a member of the Newark, N.J., school board on charges of selling promotions to teachers has brought forth a string of similar allegations against other board members as well.

A federal grand jury Oct. 31 indicted Malcolm George, the board's second vice president, on two counts of bribe taking and two counts of extortion. Mr. George allegedly accepted $8,000 from two teachers to improve their chances for advancement, according to a spokesman for the U.S. Attorney's office in Newark.

Officials declined to name the teachers or say whether they had been promoted.

Since Mr. George's indictment, federal investigators have received a dozen or more calls and letters a day about other alleged cases of promotion peddling on the nine-member board, according to the spokesman.

Mr. George was scheduled for arraignment late last week, the spokesman said.

■ **Two Alabama districts have responded in different ways to cocaine-smuggling charges against three teachers.**

Recent federal indictments allege that Linda Christian, a 6th-grade math teacher; Renea Hubbard, a special-education teacher; and Althea Sweeting, a kindergarten teacher, participated in an international cocaine-smuggling ring.

The Birmingham school district has begun termination proceedings against Ms. Christian, according to Superintendent Cleveland Ham[illegible]onds Jr. Ms. Hubbard has already resigned from the system.

The Talladega County schools, however, have put Ms. Sweeting on leave with pay, pending resolution of her criminal case.

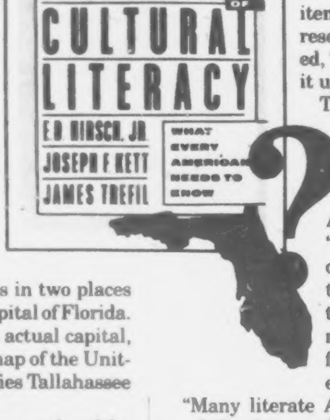
■ **A North Carolina school-bus driver has been accused of killing a fellow student on his bus.**

Union County school officials say James Barrino, 18, a senior at Forest Hills High School in Marshville, is being held without bond for the Nov. 2 stabbing death of 16-year-old Danny Allen, a junior.

A scuffle broke out as Mr. Allen got off Mr. Barrino's bus, according to officials. The driver allegedly stabbed the student in the abdomen. Mr. Barrino also faces assault charges for injuring a second student.

Officials said none of the students had any record of discipline problems.

## *Capital Offense*



In his best-selling book, *Cultural Literacy*, E.D. Hirsch Jr. argued that literate Americans "possess the basic information needed to thrive in the modern world." This year, he and two colleagues produced a dictionary to define such knowledge.

But if the information on state capitals is any indication, readers of *The Dictionary of Cultural Literacy: What Every American Needs To Know* apparently have a few things yet to learn.

In its "American Geography" section, the dictionary erroneously states in two places that Jacksonville is the capital of Florida. There is no listing for the actual capital, Tallahassee, although a map of the United States correctly identifies Tallahassee as Florida's capital.

The error was spotted by a reader of the *Tallahassee Democrat*, which first reported it.

Joseph F. Kett, chairman of the history department at the University of Virginia and the editor of the geography section, called the mistake "an embarrassing glitch," saying, "I know Tallahassee is the capital of Florida."

He said the incorrect items were written by a researcher. But, he added, "I should have picked it up. I didn't."

The dictionary's authors note in an introductory text that studies have shown that many Americans are "amazingly ignorant of the geography of their nation." And they add that such ignorance is not confined to the poorly educated.

"Many literate Americans who have no difficulty reading *The New York Times*," the book says, "are unable to name the capitals of all 50 states."

—R.R.

■ **Three Chicago high schools are experimenting with longer class periods.**

The schools have gone from nine daily periods of 40 minutes each to seven 50-minute classes. The idea could spread to the city's 62 other public high schools, according to Assistant Superintendent Jack Mitchell.

The experimental schedule will reduce the number of study halls, which in some schools are held three times a day.

The shift to longer instructional periods would bring Chicago's schools into line with most other districts, said Scott D. Thomson, executive director of the National Association of Secondary School Principals.

■ **Purdy, Mo., high-school students can have their dance,** a federal appeals court has decided.

The Dec. 10 dance was made possible by the students' challenge of a school-board policy banning dances. A federal judge in Springfield, Mo., struck down the policy as unconstitutionally promoting religion.

The board appealed the decision to the U.S. Court of Appeals for the Eighth Circuit, which upheld the lower-court ruling.

## DIMENSIONS

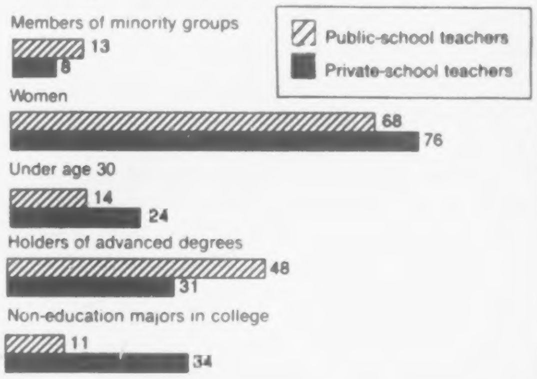
## Teachers, Public and Private

Teachers in private elementary and secondary schools are younger and less apt to have advanced degrees than public-school teachers, according to a new survey by the National Center for Education Statistics.

The survey marks one of the first efforts to obtain hard statistical information comparing the demographic and educational characteristics of the nation's 400,000 private-school and 2 million public-school teachers in K-12 classrooms, according to the agency. Its findings are also broken down by region, school size, and grade level.

Copies of the report, "Background and Experience Characteristics of Public and Private School Teachers" (CS 88-103), are available without charge by calling the Office of Educational Research and Improvement at 1-800-424-1616.

Percentage of teachers who are:



Source: The National Center for Education Statistics

## PEOPLE

■ **Students at Evans High School in Orlando, Fla.,** are putting principles learned in their ecology class into practice by helping relocate more than 150 gopher tortoises whose homes have been slated for destruction.

Although a state law protects the tortoises, the land on which they live will soon become an apartment complex.

With the cooperation of the developer of the complex, the students are trying to find out how many tortoises there are on the 20-acre plot, so they can be moved to a safer place.

David M. Foxx, an ecology teacher at the high school, said his students have taken up compasses, hammers, and stakes to identify at least 157 active tortoise burrows.

An environmental-engineering firm has volunteered to relocate the slow-moving chelonians, once state officials issue the necessary permits.

"I think this has opened a few eyes," observed Mr. Foxx. "For city kids who haven't really come into contact with animals, they are very enthusiastic. Now they are more concerned about development in other areas."

■ A high-school mathematics teacher in Point Pleasant, W.Va., has been suspended for a third time for refusing to comply with a school-district directive that prohibits teachers from wearing jeans and T-shirts in school.

The dress code in Mason County, which went into effect at the beginning of the school year, originally required male teachers to wear a tie, but **Bill Webb**, who has not worn a tie in the last 15 of his 20 years as a teacher, said he would rather face the prospect of dismissal than show up for class in one.

Charles Chambers, superintendent of the Mason County Schools, said the dress code was implemented "because we had some teachers wearing bib overalls, sweat suits, and T-shirts."

"We feel that teachers are role models," said Mr. Chambers, and "dressing appropriately promotes respect for authority and facilitates teaching."

Although the tie requirement has since been dropped, Mr. Webb still refuses to teach his classes in the mandated dress pants and shirt.

The way in which a teacher chooses to dress has little to do with his ability to exert authority in the classroom or teach effectively, Mr. Webb maintains.

And he has refused to follow the county grievance procedures, which allow a teacher to contest regulations. The school board will hold a dismissal hearing on Dec. 1.

## RESEARCH AND REPORTS

### Citizens' Group Releases Guides To School-Based Management

The National Committee for Citizens in Education, a nonprofit organization that monitors developments in public education, has released two guides to school-based management.

"School Based Improvement: A Manual for District Leaders," by Barbara Hansen and Carl Marburger, is a handbook for administrators and board members seeking to transfer more authority to officials at the school level. "School Based Improvement and Effective Schools: A Perfect Match for Bottom-Up Reform" is an annotated bibliography of recent research and articles.

As their titles suggest, the works stress that the goal of change is to produce schools in which children can learn more effectively.

Copies of the manual are available for $35 each, and of the bibliography for $10 each, plus $2 each for shipping and handling, from the N.C.C.E., 10840 Little Patuxent Parkway, Suite 301, Columbia, Md. 21044.

## *Lyceum for Logophiles*

At Venice (Calif.) High School, lexicographical disquisitions are a quotidian occurrence among matriculants.

That is, when students and teachers wear their "Have You Used Your Word of the Day?" pins, they know what they are talking about.

For the past four years, the school has operated the "word of the day" program, which gives students an opportunity to display their understanding of a relatively difficult word in exchange for a small emolument, usually a candy bar.

At the beginning of each school year, a group of teachers from various disciplines makes up a list of words for the entire year. Often, the daily word is centered on a current theme. For example, when the school is rehearsing for a musical, "crescendo" might appear on the bulletin board of daily words. Similarly, if a mathematics competition is taking place, students might be asked to use "parallel" or "logarithm" in a sentence.

Each day, Principal Andrea Natker makes her rounds during lunch hour, rewarding students who use the daily word correctly with a "Word Wizard" card and a prize. At the end of the semester, one lucky Word Wizard wins a stereo.

The program has not only improved students' vocabulary and writing samples, says Ms. Natker, but also has had a salutary impact on the school's climate. "Kids look for recognition," she observes, noting that the daily word has opened the door for "positive adult-student interactions."

Of course, the principal readily admits, students will not be using words such as "exoteric" in casual conversation. But, she notes, they will surely have cause to be "jubilant" should some of the daily words appear on a future college-entrance examination.

And what about students who don't know the daily word? They can always tergiversate.

SCOTLAND SCHOOL
is – HURTING
THIS COULD HAPPEN
CLOSED

AP

**Demonstrators call for state funds to prevent closing of the Scotland (Pa.) School for Veterans' Children. The education department later provided the needed money, a spokesman said.**

## UPDATE

■ **Plymouth, Mass., school officials are split over participating in emergency-evacuation plans for the nearby Pilgrim nuclear power plant.**

The committee that oversees the city's elementary schools voted late last month to allow teachers and other school employees to receive training for a potential evacuation. But the committee responsible for the upper grades rejected a similar plan.

Teachers and school officials in neighboring towns also have refused to participate in emergency planning for Pilgrim, which is scheduled to be reopened soon after having been closed for more than two years. *(See Education Week, Oct. 5, 1988.)*

Last week, Massachusetts voters rejected an initiative that would have kept the plant permanently closed.

**Elementary-school students in Louisville, Ky., can now use points accumulated for strong grades, good behavior, and consistent attendance to shop at a school-based grocery store.**

Placement of a branch of the Winn-Dixie grocery chain at Shelby Elementary School follows the success of three similar school-based stores, according to school officials. Since late 1985, Kroger's, Sears, and K Mart have opened stores in three Jefferson County elementary schools. *(See Education Week, March 2, 1988.)*

Students at Shelby will be trained to be clerks in the school's Winn-Dixie store, which opened last month. Officials say the store will help students learn about mathematical concepts and consumer behavior.

The promise of earning credits that can be redeemed in the store will serve as an incentive to students to do better work, they add.

# Pupil Gains Not Just Mythical, Test Publisher Says Study Shows

**By Robert Rothman**

A leading test publisher, aiming to refute charges that standardized-test scores are inflated, has found in a new study that elementary-school students registered substantial gains in basic-skills achievement over the past decade.

The study by C.T.B./McGraw-Hill found that, in 1987, students in grades 1 to 8 who took its Comprehensive Test of Basic Skills scored an average of 6.63 percentile points higher in reading, 10.83 points higher in language, and 14 points higher in mathematics than a 1981 comparison group.

On the California Achievement Test, it found, between 1978 and 1985, scores increased by an average of 10.1 percentile points in reading and 10.78 points in math.

### Said To Explain High Scores

The findings help explain why separate studies have shown that most elementary students score "above average" on the nationally normed tests, according to Paul L. Williams, director of research and measurement for C.T.B./McGraw-Hill.

On nationally normed tests, student scores are compared with others, which can be up to seven years old, achieved by students in a norm group.

"The fact is that the gains are real, and that national averages have increased in the past 10 years," said Mr. Williams.

'The gains are real, and averages have increased.'

Moreover, he noted, the gains were greatest among those who scored at or below national averages a decade ago. Such increases, added David Deffley, general manager of the Monterey, Calif.-based firm, demonstrate the success of federal compensatory-education and state basic-skills programs.

In addition, noted Mr. Williams, the tests themselves have helped improve instruction by enabling teachers to identify students' weaknesses and target resources to needed areas.

### Response to Critics

The new study represents the testing firm's latest response to critics who have charged that the test scores are misleading.

A controversial study last year by Friends for Education, a West Virginia advocacy group, found that the overwhelming majority of elementary students scored above national averages on nationally normed tests. This came about in part, the group charged, because test publishers and administrators manipulate the scores to make student achievement appear higher than it actually is.

But the C.T.B. study found that achievement has in fact improved, and that student scores should be higher than they were when the averages were set.

"Achievement has gone up, and the standard is tougher now," said Mr. Williams. "It's harder to be at the 50th percentile."

### Math Gains Cited

The study compared the scores from a sample of students who took the C.T.B.S. in 1987 with those in a national sample from 1981. It found that the average overall gain per grade ranged from 8 points at grade 8 to 13.3 points at grade 2.

The largest increase, it found, was in 2nd-grade mathematics, where the nation as a whole achieved at a much higher level. A student who scored as well as or better than 68 percent of all students in 1981, Mr. Williams noted, would have scored as well as or better than 50 percent of all students in 1987.

A separate study of CAT scores, which compared national samples of students in 1977 and 1985, found similar gains. Students in grade 9, it found, gained an average of 11.5 national percentile points, while 6th graders gained an average of 10.17 points, and 3rd graders gained an average of 9.67 points.

### 'Teaching to the Test'

Researchers familiar with the analysis questioned last week whether it proved that the gains in student scores reflected actual gains in achievement.

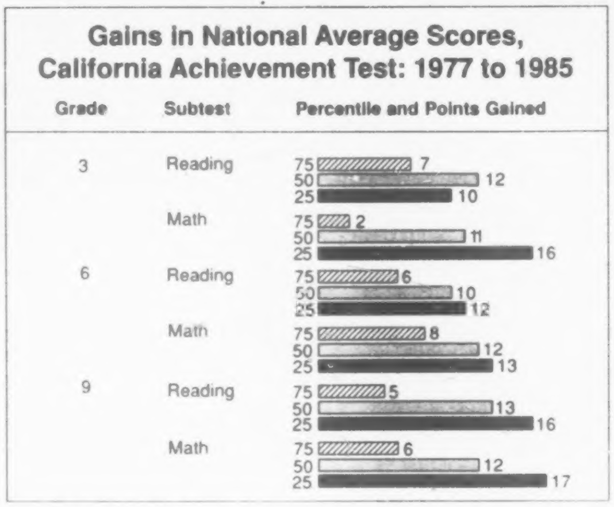
Daniel Koretz, senior social scientist for the RAND Corporation, pointed to the fact that the 1987 scores were for students who had taken the C.T.B.S., rather than a random sample. The test group's increases could reflect teachers' efforts to boost scores by "teaching to the test," he said.

Moreover, the C.T.B. study did not address student achievement in higher-order skills. Other national studies, such as the National Assessment of Educational Progress, have also found gains in basic-skills achievement since the late 1970's.

But NAEP studies have also found that few students can perform more complex problem-solving tasks, which many argue are necessary for college work and the job market.

Mr. Williams said the firm was unable to discern the level of students' abilities in higher-order skills. But he contended that the improvements in basic skills are significant signals that growing numbers of children have a foundation for more advanced work.

"If children don't have basic skills," he said, "there is no way they can do higher-order skills."


Gains in National Average Scores, California Achievement Test: 1977 to 1985

SOURCE: C.T.B./McGraw-Hill

# Testing Companies Pledge To Abide By 'Code of Fairness'

*Continued from Page 1*

gether to make a public declaration," he added.

In addition to the A.C.T. and the E.T.S., initial signers of the code include the College Board, C.T.B./McGraw-Hill, the Psychological Corporation, and the Riverside Publishing Company.

The code lists 21 steps developers and users should take in developing and selecting appropriate tests; interpreting scores; striving for fairness to minority and handicapped test takers; and informing test takers about such issues as test content, their rights in obtaining scores, and procedures for registering complaints.

Although the code contains no enforcement mechanism, testing officials said the publication of the document could encourage the public to put pressure on the firms to follow it.

"We hold ourselves to these principles," said John J. Fremer, senior development leader for the E.T.S. and chairman of the group that produced the code. "Feel free to question us if you feel that on any project we haven't adhered to those principles."

### No 'Deliberate' Misconduct

Publication of the four-page code comes at a time when the use of tests has reached what some term a "frenzied" level, and when the industry in turn has come under increased scrutiny.

"Testing is as popular, and at the same time, as unpopular with some people, as I have ever seen," said Mr. Fremer. "The more people care, the more questions they ask."

The effort to develop the code began in 1984, when publishers and testing experts met to consider ways to strengthen the industry's standards.

While useful for technical developers of tests, officials said, those standards—published by the American Psychological Association, the American Educational Research Association, and the National Council on Measurement in Education—were insufficient, because many teachers, school administrators, and others involved in testing were unfamiliar with them.

"Ignorance has been more of a problem than the deliberative attempt to do bad things," said Mr. Fremer.

What was needed to get at that problem, the groups agreed, was a document written in accessible language, rather than technical jargon, and one that would focus on educational tests, rather than on all types of tests.

The organizations created an 18-member joint committee on testing practices to devise a new code that would "represent the spirit of a selected portion of the standards in a way that is meaningful to test takers and/or their parents or guardians."

### Developers and Users

The code addresses the responsibilities of both test developers and users, Mr. Fremer noted.

"Both developers and users have things they have to do" to ensure fairness, he said. "If you don't have a good test that is not adequately validated, there is no way you can make up for that with skillful use."

"On the other hand," he added, "if you have a good test that is not interpreted properly, that's not good either."

Specifically, the code states, test developers should provide information users need to select appropriate tests, and users should select tests that meet the purpose for which they are to be used.

In addition, it says, test developers should help users interpret scores correctly, and should "strive to make tests that are as fair as possible for test takers of different races, gender, ethnic backgrounds, or handicapping conditions."

Test users, it states, should interpret scores correctly and should select tests that are fair.

Both groups, it says, should inform test takers about test coverage and directions, and help them judge whether or not to take a test when it is optional. And they should inform test takers and their parents about: their rights to obtain copies of tests and answer sheets or to change scores; how long scores will be kept on file; and procedures for registering complaints.

### Running Stop Lights

Test critics last week called the code a useful first step in helping to protect consumers' rights. But they cautioned that it fails to address all possible abuses and lacks a means of enforcement.

"If all the maxims are followed, I have no doubt the overall quotient of goodness and virtue should be raised," said Chester E. Finn Jr., the former assistant U.S. secretary of education for educational research and improvement.

However, he added, "like Moses, the test makers have laid down 10 commandments they hope everyone will obey. That doesn't work very well in religion; adultery continues."

Robert Schaeffer, a spokesman for the National Center for Fair & Open Testing (FairTest), argued that an independent body is needed to ensure that the firms live up to their principles.

"Stop lights are a great idea, but if police don't enforce them, people will run through them more than before," he said. "I'm pessimistic about the prospects of self-regulation."

Mr. Schaeffer added that he was "concerned" that the document contains "high-sounding general statements that test publishers are free to interpret as they see fit."

Daniel Koretz, senior social scientist for the RAND Corporation, also noted that the code, even if it is enforced, would not prevent schools from misusing tests to raise scores.

Such practices, he argued, have led to the so-called "Lake Wobegon effect," in which the overwhelming majority of students score above national averages on nationally normed tests.

Public pressure to enforce the code may curb some abuses, Mr. Koretz noted, but "there are a lot of other pressures on schools to misuse tests."

"This is a big step by the industry to recognize and put their weight behind the recognition of the rights of consumers in testing," he added. "That's an important precedent. But they still have a long way to go."

Copies of the Code of Fair Testing Practices in Education may be obtained, free of charge, from the National Council on Measurement in Education, 1230 17th Street, N.W., Washington, D.C. 20036.

*The fact that "six organizations . . . have agreed to endorse the code, is healthy."*

— Gregory R. Anrig

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# EDUCATION WEEK

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## E.D. Expanding Its Database on Private Schools

### *Research 'Neglected' Sector, Official Says*

**By Kirsten Goldberg**

WASHINGTON—The Education Department is sharply escalating its efforts to gather data on private schools and is promising to make a greater attempt to disseminate the information.

At a Nov. 18 meeting here, department officials told researchers that several surveys scheduled for release beginning early next year would significantly improve the amount and type of data available on private schools and their teachers, administrators, students, educational programs, and school "effectiveness."

Emerson J. Elliott, acting commissioner of the National Center for Education Statistics, which sponsored the meeting, said the enhanced effort was based on the fact that "a big piece of American education is private education."

Data collection on private schools, he said, "has been relatively neglected at N.C.E.S.," mainly due to its expense. But in recent years, there has been more interest in studying private schools, Mr. Elliott said, because they raise "a lot of provocative issues" for public education.

He urged the approximately 35 private-school researchers to "order the [data] tapes, read the papers, write your own papers, but most of all, give us a critique."

The meeting had been requested by Associates for Research on Private Education, a special-interest group of the American Educational Research Association. Group

*Continued on Page 16*

## Librarians Plug Into the 'Information Age'

Robert Rothman Education Week

**Montgomery County pupil using on-line catalog.**

### *Seek 'Central' Curriculum and Policy Role*

**By Robert Rothman**

Beginning this week, the Quince Orchard High School's library will expand into students' homes.

The Gaithersburg, Md., school is establishing a network that will link computer users—in the library, throughout the school, and at home—with its computerized catalogue and with those of neighboring schools. The network will also allow users to gain access to a host of reference books whose contents are stored on compact disks.

At the same time, other Quince Orchard students will begin classes in the library's television studio. These students will broadcast school events, art shows, and plays directly into classrooms. And they will write, direct, and produce a twice-weekly news program.

The new suburban-Washington high school is at the forefront of a movement that librarians say has radically transformed their profession.

By instructing students in the use of new technologies and new ways to

*Continued on Page 9*

## 'Explosion' in School Lawsuits Has Ended, 2 Unpublished Studies Find

**By Tom Mirga**

WASHINGTON—The nation's appellate and supreme courts are accepting fewer lawsuits against school officials than they did during the 1960's and 1970's, and administrators seem to be winning a much higher percentage of them, two new studies by leading school-law experts have found.

The authors of the unpublished reports, which were outlined here Nov. 18 at the annual convention of the National Organization on Legal Problems of Education, said their findings indicate that "the pendulum is beginning to swing back" following an "explosion" in the number of school-related cases from 1960 to 1979.

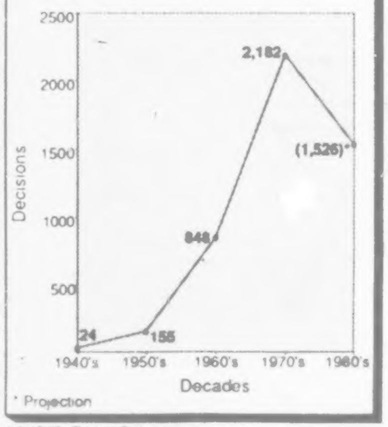
In recent years, a number of prominent educators have complained that judicial interference in school management has created a bureaucratic morass and has stifled school improvement.

In a speech to the American Bar Association last February, for example, former Secretary of Education William J. Bennett argued, "It's time to declare a broad consensus that the first purpose of education law is to enhance education. . . . Educational decisions should be made by educators, not lawyers."

The researchers speculated that the de-

*Continued on Page 17*

**Federal-Court Decisions Affecting Education**



* Projection

SOURCE: Zirkel & Richardson (in press)

## Vermont Chief Eyes A Teacher-Majority Licensure Board

**By Lynn Olson**

Vermont's commissioner of education has proposed creating one of the nation's first teacher-dominated state licensing boards as part of a sweeping overhaul in how the state sets standards for teachers and administrators.

But the proposal met with mixed reactions last week from the president of the Vermont affiliate of the National Education Association, who said the creation of a teacher majority on the new board would be "meaningless" as long as the state board of education retained the right to enact or reject the licensing board's policies.

The heated debate over how much authority teachers should have to set the standards for their profession is likely to be replayed in numerous states in the years ahead.

*Continued on Page 12*

## Washington State Educators At Odds Over Plan for Conduct Code

**By Lisa Jennings**

Despite intense public pressure to toughen policies regarding teachers who have been charged with molesting children, Washington State education officials have reached an impasse in the development of an unusually explicit "code of professional conduct."

The proposed document, which is being developed by an ad hoc advisory committee to the state board of education, is intended to provide a precise definition for "unprofessional conduct" in the state—and thus unambiguous grounds for termination of certification.

But organizations representing administrators, teachers, and school boards have not been able to agree on the details of a code that would both protect students from the grossly unethical behavior of some educators and shield educators from "witch hunts" that could cost them their careers.

Their discussions, participants said, stumbled on a tangle of conflicting views, with many administrators arguing that the code would tie the hands of local officials wishing to impose a possibly higher standard. Teacher representatives, meanwhile, contended that the code's language on personal morality is an undue regulatory intrusion into private life.

If an agreement is reached, however, Washington will join California and Florida in the forefront of the growing number of states that have moved to regulate standards of behavior traditionally determined by circumstance and the judgment of local districts.

Washington's new code, which would apply to public- and private-school educators licensed by the state, would be the first of its kind to be created under the authority of a state board. Other states typically

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**Also in the news**

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Two teachers' unions file suit to block the Boston University management plan
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**No Pass, Big Plays?**
At football-playoff time, a grade-tampering charge in Dallas stirs passions.
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**Against Remediation**
There is a better route for the at-risk child, say backers of accelerated schools.
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**Surprise in Michigan**
The governor upsets the school-finance consensus by offering a plan of his own.
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**Sharing Ideas on Dropouts**
Frustrated in their attempts to win new federal grants for dropout-prevention programs, Georgia school officials met recently to try a different approach: the creative sharing of ideas. **Page 7.**

**Ending the 'Ratings Game'**
The presidents of the American Council on Education and the College Board have called on school officials and the media to stop using admissions-test scores to rank colleges and universities. **Page 8.**

**Options on Texas Finance**
A deeply divided state panel charged with developing a new school-finance system has offered three plans, none of which would satisfy a ruling that struck down the current system. **Page 10.**

**Cavazos Stays On**
Fulfilling a widespread expectation in the nation's capital, President-elect George Bush announced last week that he would retain Lauro F. Cavazos as secretary of education. **Page 13.**

**E.D. Guidance Faulted**
The Education Department has caused confusion by failing to give uniform guidance to state and local participants in its programs, a new General Accounting Office report contends. **Page 13.**

**Dissension on Child Care**
An Education Department meeting aimed at developing a consensus on child-care issues has underscored the wide differences among early-childhood professionals and policymakers. **Page 14.**

**Principals and Partnerships**
Principals particularly want business and community partnerships to provide their students with incentives and schools with equipment, a federal survey has found. **Page 15.**

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# ACROSS THE NATION

## NATIONAL

### Presidential Panel Urges Public, Private Support for the Arts

The federal government should preserve "the complex system of public and private funding that sustains the arts and humanities in the United States," a Presidential panel has recommended.

"The main vehicle for support of the arts and humanities remains private monies," the President's Committee on the Arts and the Humanities states in a report issued this month. "We firmly believe government support is necessary, however, for it seems clear that the culture of this country cannot be sustained solely by private funding."

The 34-member panel urged the Administration to "guard against diminishing incentives" to charitable giving, to provide "sufficient" appropriations for grants, and to create an Internal Revenue Service data base on contributions to the arts and humanities.

In addition, the panel called for the development of cooperative programs to promote the fields. It cited as examples Collaboratives for Humanities and Arts Teaching, a Rockefeller Foundation program that supports humanities education in seven cities and two states, and the History Teaching Alliance, a project in more than 20 states that links high-school teachers with college and university historians.

The panel, established in 1982, includes Secretary of Education Lauro F. Cavazos; Lynne V. Cheney, chairman of the National Endowment for the Humanities; Frank Hodsoll, chairman of the National Endowment for the Arts; and other leaders from business, government, and the arts.

### Future Farmers Adopt Changes In Response to Critical Report

When members of the Future Farmers of America gathered this month for their annual conference, they took some steps to counter criticisms that the organization's name, symbols, creed, and programs are outdated.

A study released by the National Research Council this fall said the 400,000-member organization, which is the nation's largest student group, "needs to change its image" to broaden its "nearly exclusive focus on traditional production agriculture."

In response, the group adopted an amendment to its constitution that allows state associations and local chapters the freedom to emphasize the letters "FFA" more than the formal title of the organization.

"This will give inner-city and suburban chapters the freedom to refer to their members in a more accurate way," according to a prepared statement. The N.R.C. report had argued that such an approach would not be adequate, saying, "To the public the full name and the initials are well known and interchangeable."

A second amendment approved by the members replaces the term "vocational agriculture" with "agricultural education."

"Consequently, many of the organization's symbols, traditions, and ceremonies will require modification," the statement said.

## STATES

### A Majority of Mississippi Graduates Called Unprepared for College

Less than one-third of the students who graduated from Mississippi high schools in 1986 took enough academic courses to qualify for admission to the state's university system, according to estimates contained in a new report by the NAACP Legal Defense and Educational Fund Inc.

Approximately 38 percent of white students and only 20 percent of black graduates met the academic-curriculum requirements adopted in 1985 by the state's Board of Trustees of the Institutions of Higher Learning, the report says.

Phyllis McClure, a director of the Legal Defense Fund who presented the report to the state board of education, said that school officials "are not making an effort to tell people exactly what the requirements are" for university admission.

The disparity between the proportions of white and black students taking the college-preparatory track, she said, is partly due to the lower expectations many educators hold for children from disadvantaged backgrounds.

The report recommends that the state begin keeping data on the rates of student enrollment in the college curriculum and require school districts to achieve targets for increasing student participation in such courses.

### Georgia Board Taking Second Look At New 'No Pass, No Play' Policy

The Georgia Board of Education, acting less than a year after its "no pass, no play" rule took effect, has begun to reconsider the policy, which bars high-school students who fail to stay "on track" for graduation from participating in any extracurricular activities for a full year.

Since the rule took effect, the board has heard numerous appeals from parents asking for a revision in what they see as a punitive policy, said Gene Norton, division director of regional educational services in the state education department. It is also the general feeling of the board, he said, that the policy "may be a little more than what's needed."

Mr. Norton's office has been asked to propose alternatives to the current policy. One option, he said, would be to allow a student who is off track, but was promoted anyway, to participate in extracurricular activities provided he or she passes all six subjects in the first semester.

The proposals will be presented to the board at its December meeting.

## DISTRICTS

### Philadelphia Administrators' Pact Includes New Merit-Pay Plan

The Philadelphia Board of Education has approved a new salary package for principals and other administrators that includes a 19 percent salary increase over a four-year period, plus a first-ever provision for merit bonuses.

Beginning in 1990, principals who perform well will receive a bonus of at least 1 percent. Because the appraisal system will not be developed before Jan. 1, all 770 principals and assistant principals will share equally in the $359,170 merit-pay fund next year.

Under the salary plan, elementary-school principals by 1992 will receive up to $64,600, while their high-school colleagues will earn $72,700.

William Thompson, a spokesman for the district, said the compensation package is the result of collaborative discussions between principals and the board—one of several efforts to encourage collaboration in the district.

The new harmonious atmosphere has replaced years of acrimonious disputes between administrators and the board over salaries and other concerns. In late 1986, administrators affiliated with the Teamsters Union to signal their displeasure.

### South Carolina District Fails To Bar Newspaper Use of Grand-Jury Data

A South Carolina judge last week declined to prevent a local newspaper from publishing information about a grand-jury investigation of the Jasper County school board.

Board members had filed a civil suit against the editor of *The Low Country Times*, seeking to restrain the paper from publishing further excerpts from the grand jury's investigative report, attorneys said.

Although the grand-jury report, issued in January, did not indict any school-board members, it reportedly was critical of the board's financial practices.

The document had been sealed by the court. Copies were made available, however, to the school board and the county council.

The newspaper, which received a copy of the report through an anonymous source, had published excerpts and a story about the investigation on Nov. 9.

Last week, the circuit court judge dismissed the case on procedural grounds. The newspaper then published a full report on the investigation.

■ **Three Michigan school employees falsified attendance records so their district would get more state education aid**, according to a grand-jury indictment.

Kathleen Lyons, Barbara Blanton, and Holbert Hamrick Jr. of the Wayne-Westland Community Schools were indicted on misdemeanor charges of conspiracy and falsifying student records. It was said by county prosecutors to be the first time that school employees had been charged with attempting to defraud the state by inflating attendance figures.

The district has repaid the state education department $665,000 in aid fraudulently collected on behalf of prisoners who transferred out of adult-education programs, nursing-home patients, and people too feeble or disabled to attend classes.

If convicted, the defendents face up to two years in prison on each charge, and a five-year revocation of their teaching privileges.

■ **A Port Arthur, Tex., school-bus driver died last week after being shot by a 10-year-old elementary student.**

The victim, Russell Jean Hampton, 40, was shot twice in the head by the student, whose name was not released.

According to Joe M. Pitts, the Port Arthur superintendent, the boy had missed his morning bus and was riding his bicycle away from school when he was spotted by Ms. Hampton, who was returning her bus

# 'Explosion' in School Lawsuits Is Over, Studies Find

*Continued from Page 1*

cline in school-related cases is due primarily to President Reagan's appointment of conservative judges to the U.S. Supreme Court and to the lower federal bench. Mr. Reagan has appointed more judges than any of his 39 predecessors.

They also attributed the trend to a growing propensity among judges to defer to administrators in educational disputes, and to the wider use of arbitration and other alternative dispute-resolution methods.

> Trend is most pronounced in the federal courts, say researchers.

### Cases Tallied

The first study, by Perry A. Zirkel of Lehigh University and Sharon N. Richardson of the Springfield Township (Pa.) School District, tallied all reported state- and federal-court opinions affecting precollegiate education dating back to the 1940's. They were able to count only appellate- and supreme-court decisions because trial-court rulings typically are not published.

The researchers found that the number of state- and federal-court decisions jumped from 3,744 during the 1960's to 6,862 during the 1970's, a 45 percent increase. They project, however, that by the end of this decade the number of such rulings will drop to 6,470, a 5.7 percent decline.

Mr. Zirkel, a professor of law and education, and Ms. Richardson, an assistant superintendent and lawyer, said the trend was most pronounced in the federal appellate courts and the U.S. Supreme Court. In those forums, the number of published opinions is expected to drop by some 30 percent, from 2,182 during the 1970's to 1,526 during the 1980's.

At the state-court level, the number of decisions is expected to increase by only 5.3 percent this decade, following a 38 percent jump from the 1960's to the 1970's.

### Patterns of Change

The study also divided all of the cases among five categories to examine patterns of change in the rates of litigation. The subgroups were school desegregation; all other suits of a systemwide nature, such as school finance; employees; special education; and all other suits involving students.

At the federal level, the number of opinions is expected to decline in this decade relative to the 1970's in all categories except special education. That area of litigation, which is being fueled by the Education of the Handicapped Act of 1971 and related laws, is expected to continue rising, from 2 cases in the 1960's, to 22 in the 1970's, to 342 in the 1980's.

In state courts, desegregation lawsuits are expected to decline, from 43 cases in the 1970's to 16 in the 1980's. Other systemwide suits are expected to remain steady at about 2,400. Employee lawsuits are expected to rise, from 1,778 to 2,062, as are special-education cases, from 40 to 99. Suits involving other students are expected to fall, from 410 to 307.

### School Officials Winning

In a second part of the study focusing on U.S. Supreme Court decisions, Ms. Richardson found that administrators are more apt today to be on the winning side than they have been since the 1950's.

According to her analysis, in the 1950's the Court issued rulings in eight school-related cases in which there was a clear victor. Administrators won five and lost three, giving them a 64 percent winning percentage.

Mr. Richardson did similar tabulations for the next three decades. In the 1960's, administrators won only 2 cases and lost 18, for a 10 percent win percentage. In the 1970's, the percentage climbed back to 30 percent (13 wins and 30 losses), and as of July it had risen to 53 percent for this decade (19 wins and 17 losses).

Mr. Zirkel noted that his co-author's findings probably reflect a similar trend in lower state and federal courts because those courts are bound to follow the Supreme Court's precedents and because the Justices set the tone for the rest of the nation's judiciary.

### Student Discipline

The second study, by Henry Lufler Jr. of the University of Wisconsin-Madison, focused solely on state- and federal-court decisions in cases stemming from the suspension and expulsion of students.

According to Mr. Lufler, assistant dean of the university's school of education, the number of published state and federal appellate-court decisions in this area peaked in 1970, when it reached 26. It then declined steadily until it reached 5 in both 1982 and 1983, rose to 15 in 1986, then dropped back to 10 in 1987.

The study also found that school officials won 60 percent of these cases in the years 1965-69, 55.1 percent in 1970-74, 55.5 percent in 1975-79, 58.8 percent in 1980-84, and 66.7 percent in 1985-87.

"No evidence of a 'litigation explosion' is evident from an examination of 23 years of suspension and expulsion cases," Mr. Lufler concluded. "There has been a substantial movement of court attention from area to area," such as from dress codes in the 1970's to drug and alcohol abuse in the 1980's, "with new subject topics emerging. . . . Each issue seems to have a life of its own and then fades in its importance."

Mr. Lufler also noted that policymakers and the media tended to overstate the likely ramifications of the Supreme Court's rulings in the 1970's regarding the due-process rights of students facing punishment, having predicted wrongly that those decisions would prompt a wave of suits.

"Given the impact of commentaries about litigation rates on teachers and administrators, commentators should avoid becoming mesmerized by increases in one area, or by offering comments based on isolated groups of cases," he suggested.

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**An Educator Speaks**

**by Ted Elsberg**
***President, American Federation Of School Administrators AFL-CIO***

**The Education President?**

Throughout his campaign for the White House, George Bush reiterated his hope that once elected he would become known as ''the education president.'' All right, Mr. Bush, the ball is now in your court, and we will follow your progress eagerly during the coming years as you attempt to make a positive impact on our nation's schools.

It's not necessary, however, for Mr. Bush to form the standard committees (''round up the usual suspects'') and delay progress in the critical area of education while he smothers us with reams of reports. The issues have already been pored over, analyzed, compartmentalized, and computerized; the solutions have been elicited, affirmed, publicized and embraced. Now is the time for a forward-looking leader, who has the commendable ambition to be remembered as ''the education president,'' to earn that noble title.

The 59 elementary and middle school educators who were named as this year's National Distinguished Principals have pointed the way for Mr. Bush and his Secretary of Education. Those principals, selected by their peers in an annual competition which was sponsored by the Education Department, have put forth a progressive statement which should serve as a guide for our federal executive and legislative branches, as well as for the state leaders who have prime responsibilities for education programs.

The prize-winning principals announced that their tasks would be made easier if the federal government provided the funding to enable the states to fulfill their mandates. With such support from Washington, the principals say we could have:

- Increased pre-school and early education programs in all schools
- Classes of 15-20 in Grades K-3
- Developmentally appropriate, full-day kindergartens
- High quality before- and after-school care
- Programs for parenting
- Decent salaries to attract and hold teachers and supervisors

In addition to those basic objectives, one of our own locals of supervisors and administrators has spelled out a series of general proposals in a 1988 pamphlet, ''Toward Excellence In Urban Public Schools.'' Those who control the national and state purse strings would do well to heed these recommendations:

- Child care for young children of teachers
- Tuition loan forgiveness for graduates teaching in urban schools for five or more years
- Summer programs with stipends for disadvantaged youngsters
- Rehabilitation facilities for disruptive youngsters and those involved in drug abuse
- Occupational training to retain prospective dropouts
- Expanded program of health services in schools and communities
- Fully funded programs for Special Education pupils and those with limited English proficiency
- Improved working conditions for all teachers and supervisors suitable to their status as professionals
- Involvement of the business community in the life of the school

The challenge is clear, our hopes are high. We plan to keep our eyes on the Oval Office to see whether exciting initiatives match the campaign rhetoric.

Comments may be sent to: AFSA, 853 Broadway, New York, NY 10003

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EDUCATION WEEK

American Education's Newspaper of Record

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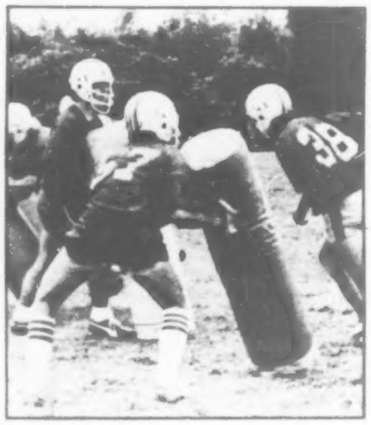
# Districts Resorting to 'Pay-To-Play' Option



For some schools' team sports, fees can amount to several hundred dollars.

## *For Students, Extracurricular Means Extra Costs*

**By Ellen Flax**

Making the squad of an interscholastic team at Michigan's Lapeer High School requires more than just athletic prowess—students must also pay $275 each.

The stiff, pay-to-play policy became necessary, school officials say, after Lapeer voters in October rejected for a second time a property-tax boost that would have benefited the district.

Since then, the school system has had to fire 30 teachers, close its libraries, and trim course offerings. The $275 student charge per high-school sports team—and the $175 fee for junior-high teams—is one more sign of austerity, Lapeer officials say.

And they are not alone.

In many financially hard-pressed districts across the country, officials are struggling to maintain services once thought to be part and parcel of a free public education. And some, like those in Lapeer, have decided that charging fees—for opportunities ranging from band membership to enrichment courses—offers the best way to balance the books.

Because the decision to levy a fee is almost always made at the local level, no one can say exactly how widespread the practice is. Anecdotal evidence suggests, however, that fees are commonly linked with budgetary problems and thus could

*Continued on Page 21*

# Drug-Test Policy Targets Workers In Indian Schools

## *Federal Agency Cites Need for 'Role Models'*

**By Julie A. Miller**

WASHINGTON—Virtually all employees of federally operated Indian schools—including teachers, administrators, school-bus drivers, and even aides—would be subject to random drug testing under a new policy set by the Department of the Interior.

The department's November announcement of the program was pursuant to a 1987 executive order by President Reagan requiring all Cabinet agencies to develop drug-test programs for their employees. Only the Interior and Defense Department plans would affect blocs of school personnel.

"Drug usage would make it difficult for these people to function properly and there is a great danger that students would be more susceptible to use of drugs," the Interior Department contends in a document justifying the inclusion of approximately 3,000 teachers and guidance counselors in the testing pool.

"Long before drug use becomes manifest in a teacher's erratic classroom performance, that teacher's function as a role model and transmitter of societal values is likely to have been seriously compromised," the document says.

The department also argues that teachers must not "facilitate" drug problems that are "rampant" on some Indian reservations.

According to a department spokesman, Alan Levitt, the testing policy is to go into effect early in 198 About 15 percent of the

*Continued on Page 18*

# Lawmakers Pass Bill To Revamp Chicago Schools

**By William Snider**

The Chicago Public Schools will become the site of the nation's largest experiment with locally controlled schools under landmark legislation passed late last week by Illinois lawmakers.

Despite fierce partisan battling that cast doubt on the bill's fate until moments before the legislature adjourned for the year, lawmakers in both houses approved the bill by overwhelming margins, and Governor James Thompson has committed himself to signing it.

The first impact of the bill after it takes effect next July will be the dissolution of the Chicago Board of Education and the naming of an interim board to run the system during the first stages of the massive restructuring process called for in the bill.

It will also set in motion a process by which parent-led boards will be elected for each of the district's more than 600 schools in preparation for the transfer of considerable autonomy to the local school sites.

Each board, which will also include the school principal, teachers, and community members, will have the authority to hire and fire its principal, develop a school-improvement plan, and, over time, take control of much of the school's budget.

Chicago's principals will lose life-time tenure, but will gain the right to select new teachers and other educational staff without regard to their seniority. They will also assume new control over support staff members, such as custodians and cafeteria workers.

A last-minute compromise over an issue that had been considered closed extended the length of principals' performance contracts from three to four years. In addition, only half of the district's principals will come under the new rules in 1990, while the

*Continued on Page 13*

# New Public-Awareness Project Aims To Focus on the 'High-Risk' Young

**By Lisa Jennings**

NEW HAVEN, CONN.—Authorities on juvenile crime and delinquency met here last week to plot out a national public-awareness campaign designed to bring new vigor to the fight to save "high risk" youths—and the nation at large—from the devastation of destructive behavior patterns.

Discussions at the first-ever "High-Risk Youth Practicum," held at Yale University, covered many of the problem areas familiar to educators dealing with the so-called at-risk learner: poverty, physical abuse, parental neglect, and other socio-economic deprivations.

But the relationship of these problems to the group targeted as "high risk"—those likely to turn to drugs and perhaps to crime—was the meeting's chief focus. And it is here, participants said, that schools and other community agencies have too often been willing to turn a blind eye.

"No one has wanted to take responsibility for these kids," said Joyce Thomas, president of the Center for Child Protection and Family Support in Washington. "They are just not a popular constituency. It's not as if we were talking about cute little kids with braces."

What was talked about at the meeting—

*Continued on Page 21*

# Key Beliefs About TV's Ill Effects Remain Unproven, Study Finds

**By Mark Walsh**

Many commonly held beliefs about television's impact on children—including its deleterious effect on reading, homework, and attention span—are either wrong or are unsupported by research, according to a new federally funded study.

But the University of Massachusetts at Amherst scholars who prepared the analysis say research on the medium's influence on cognitive development continues to be "scarce," and in some important areas is totally lacking.

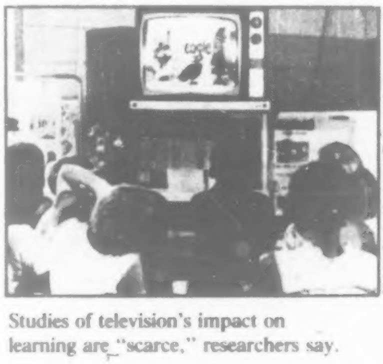
"It is difficult to conclude that television has no major effects," write the psychologists Daniel R. Anderson and Patricia A. Collins, in a new working paper published by the U.S. Education Department.

But sporadic funding, methodological difficulties, and other obstacles, they say, have made scientifically gauging those effects an elusive quest.

"Because children spend so much time with television, it would appear that TV must have a major impact on schooling," the authors write. "If it does, the nature of that impact has yet to be determined."

They call for more long-term studies of

*Continued on Page 19*



Agency for Instructional Technology

Studies of television's impact on learning are "scarce," researchers say.

## Also in the news

**Chelsea Says Yes**
A school-committee vote sets in motion the pact with Boston University.
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**Electronic Dictionary**
New projects will test whether the hand-held device has a school role.
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**'Wish Lists' to Bush**
The President-elect is the target of a wealth of unsolicited advice.
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Investigations of alleged drug use and other illegal activities by officials of New York City's community school districts have created a major crisis for Chancellor Richard R. Green. **Page 5.**

**Special-Education Money Woes**
Growing special-education enrollments are putting schools under tight fiscal restraints and may slow progress toward fully serving handicapped children, says a new study. **Page 6.**

**College or the Military?**
Despite the appeal of military service for some high-school graduates, recruitment by the armed forces is not a competitive threat to higher education, according to a recent study. **Page 8.**

**Inner-City Pledge**
Merrill Lynch & Company has launched the most sweeping of recent corporate-support tuition programs by promising to pay college costs for 250 1st graders in 10 inner cities. **Page 9.**

**Washington State Reform Ideas**
An economic-development panel in Washington State has proposed controversial education reforms, including a pay-for-performance plan for educators and more school choice for parents. **Page 10.**

**Garden State Finance Fight**
New Jersey's supreme court has given officials an April deadline for completion of yet another round in the decade-long legal battle over the state's system of financing public schools. **Page 11.**

**Quotas for Asians Alleged**
Universities in California and elsewhere may be using illegal quotas to limit the number of Asian-American students accepted, some federal officials have charged. **Page 15.**

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# ACROSS THE NATION

## NATIONAL

### Carnegie Task Force To Study Restructuring of Middle Grades

The Carnegie Corporation of New York has created a new task force on the education of young adolescents, with the goal of developing plans for the restructuring of education in the middle grades.

"The traditional junior high school has failed as an institution to meet the unique and critical needs of young adolescents," said David Hamburg, president of the corporation. "The enormous opportunity for intellectual and personal development during early adolescence is simply wasted for millions of American youngsters."

The task force is part of the corporation's Council on Adolescent Development. It will examine all aspects of middle-grades education, including school organization and classroom practices, curriculum, health and counseling services, relations between schools and families, and school-community linkages.

David W. Hornbeck, former Maryland superintendent of education, will chair the panel, whose 17 other members include national leaders from education, government, health, journalism, and youth services. The task force will issue its final report next June.

■ **Private trade and technical schools will have to work to improve services for at-risk students,** under new standards for accreditation prepared by the National Association of Trade and Technical Schools.

The standards require schools that enroll a significant number of "ability to benefit" students—those admitted without a high-school diploma or General Educational Development certificate—to offer special training assistance, personal counseling, and job-placement support.

The standards also require such students to participate in a screening process that includes a third-party review and appropriate testing.

## STATES

### Groups Contend N.Y. Scholarships Violate Federal Civil-Rights Laws

The New York State Education Department has violated federal civil-rights laws by awarding scholarships solely on the basis of scores on college-admission tests, four groups charged in federal court last week.

The American Civil Liberties Union, the New York Civil Liberties Union, the New York Public Interest Research Group, and the National Center for Fair & Open Testing claim that such use of tests discriminates against women, since men consistently outperform women on the Scholastic Aptitude Test and the American College Testing program.

The department annually awards $40 million in scholarships to about 26,000 high-school seniors. Responding to charges of bias, the legislature in 1987 changed the scholarship policy to grant awards on the basis of high-school grades, rather than test scores. As a result, the proportion of women who won scholarships rose substantially in 1988, according to the plaintiffs.

But the revised policy was discontinued, in part because of charges that schools had manipulated grades to secure awards.

Robert Schaeffer, a spokesman for FairTest, said the groups hoped to prod the legislature, which had convened for a special session, into revising the policy again.

## DISTRICTS

### Federal Court Bars Restraints On Unofficial Student Publications

Prior restraint by school officials of unofficial or "underground" student publications is unconstitutional, a three-judge panel of the U.S. Court of Appeals for the Ninth Circuit has ruled.

The decision represents a significant elaboration of the Supreme Court's decision in *Hazelwood School District* v. *Kuhlmeier*, issued last January, in which the Court held that school administrators have sweeping authority to regulate school-sponsored publications.

The appeals panel held that the authority granted by the *Hazelwood* decision does not apply to unofficial newspapers and publications, which are essentially "communications among students."

The decision came in a case involving five students at Lindbergh High School in Renton, Wash. In 1983, the students wrote "Bad Astra," a four-page newspaper that criticized attendance policies and contained a mock teacher-evaluation poll. They distributed it at a senior-class barbecue.

The students were reprimanded under a school policy that required all material written by students for distribution on campus to be submitted to officials for approval.

The court directed that the reprimands be removed from the students' records.

### Rapes of Students in Detroit Prompt District, Police Actions

Elementary- and middle-school students in Detroit are being taught how to be more "street safe" in the wake of three rapes last month.

Superintendent Arthur Jefferson has met with police officials to discuss the addition of patrols around schools during the hours that students would be arriving or leaving, according to a spokesman for the district. And elementary and middle-school students are being trained to follow certain safety rules while walking on the streets.

The most recent incident occurred when a 12-year-old student at Rosa Parks Middle School was attacked on the way to school. Earlier, a 17-year-old student was raped on her way to Denby High School, and a 13-year-old was sexually assaulted at Carstens Elementary School.

By last week, police had made an arrest only in connection with the assault on the high-school student.

■ **Prince George's County, Md., will be the first school system in the nation to host a space-science laboratory commemorating the crew of the space shuttle Challenger,** officials said last week.

The Challenger Learning Center will be housed on a site adjacent to the National Aeronautics and Space Administration's Goddard Space Flight Center.

State and local goverment and private industry will provide $345,000 to establish the facility, which will be affiliated with the national Challenger Center for Space Science Education.

Students will use the new facility and an existing planetarium to take part in a simulated mission to Halley's Comet.

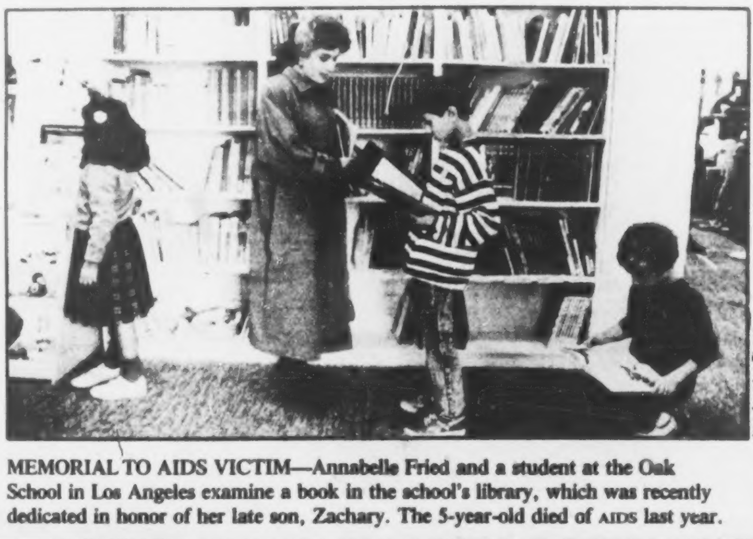
When the Maryland center opens next fall, it will join a network of three others established by the C.C.S.S.E. in science museums in Boston, Houston, and Seattle.

■ **A jury has awarded $125,000 in damages to a former New York City high-school student who claimed she was illegally strip-searched by school officials.**

The state-supreme-court jury voted 6-0 in the favor of Kim Stevens, who was a senior at Herbert Lehman High School when the search occurred.

In October 1984, school officials saw Ms. Stevens with a manila envelope that they thought might contain marijuana. She was taken to a back office, completely stripped, and examined, according to Richard Emery, Ms. Stevens' lawyer. No illegal drugs were found.

Lawyers representing New York City and the board of education have indicated



Los Angeles Times

**MEMORIAL TO AIDS VICTIM—Annabelle Fried and a student at the Oak School in Los Angeles examine a book in the school's library, which was recently dedicated in honor of her late son, Zachary. The 5-year-old died of AIDS last year.**

they will appeal the jury's decision.

■ **The Parkway, Mo., public schools discriminate against handicapped students by failing to accord them federally mandated due-process and equal-access protections,** a lawsuit filed in federal court contends.

The lawsuit charges that Parkway school officials have not informed parents of handicapped students of their rights to special-education services or provided them with a mechanism to appeal the district's decisions on referring students for services. Handicapped students in Parkway and other districts in St. Louis County are served by a special school district.

"The fundamental problem is a complete deferral of responsibility from the local district to the special district," said Kenneth M. Chackes, a lawyer with Missouri Protection and Advocacy Services.

■ **An Abilene, Tex., high-school teacher was in fair condition last week, after being shot in the head Nov. 22 as his first-period class was ending.**

School officials say Rick Maloney, a teacher at Abilene Cooper High School since 1981, apparently was shot by a 16-year-old student. Most of the other students had already left the classroom, but about half a dozen witnessed the attack.

The exact motive for the shooting is not known, but school officials speculate that the alleged assailant was unhappy over a grade.

A hearing is scheduled to determine whether the student, whose name was not released, can be tried as an adult. Officials say the student had no prior record of serious discipline problems.

■ **The Prince George's County, Md., teachers' union has blasted a proposal to offer individual schools performance-based cash incentives,** calling it an effort to introduce merit pay.

The "rough draft" of a plan to offer cash awards for "exemplary performance at the schoolhouse level" has been circulated among the school system's 171 principals by Superintendent of Schools John A. Murphy. The proposal would challenge schools to compete to improve test scores, attendance, and other factors.

But the union has already mailed letters to businesses and community leaders arguing that the plan places too much emphasis on improving test scores.

## DIMENSIONS

# The Biggest and the Best-Educated

**The widely varying educational and demographic characteristics of the nation's 3,139 counties, parishes, and other local jurisdictions are chronicled in the U.S. Census Bureau's new *County and City Data Book, 1988*.**

**The counties listed below were found to have the largest school enrollments and the highest levels of educational attainment in the nation; at the opposite end of the spectrum, the data show, are Loving, Tex., with 100 inhabitants and no public-school pupils, and Coosa, Ala., where fewer than 4 out of every 100 adults have a four-year college degree.**

**The statistics on adults with 16 or more years of education come from the 1980 census, the most recent source of such information on the county level.**

**Copies of the data book are available for $36 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402; stock number 003-024-06709-9.**

| County Public-School Enrollment, 1986-87 | | Counties with highest percentage of adults with 16 or more years of school, 1980 | |
|---|---|---|---|
| **Los Angeles, Calif.** | **1,368,386** | **Los Alamos, N.M.** | **47.8%** |
| **Kings, N.Y.**** | **938,606** | **Pitkin, Colo.** | **46.2** |
| **Cook, Ill.** | **746,499** | **Falls Church, Va.*** | **44.9** |
| **Dallas, Tex.** | **508,313** | **Montgomery, Md.** | **42.8** |
| **Harris, Tex.** | **502,724** | **Arlington, Va.** | **42.5** |
| Orange, Calif. | 378,000 | Fairfax, Va. | 41.8 |
| Wayne, Mich. | 361,819 | Orange, N.C. | 41.3 |
| San Diego, Calif. | 353,115 | Alexandria, Va.* | 40.9 |
| Maricopa, Ariz. | 320,411 | Williamsburg, Va.* | 40.3 |
| Dade, Fla. | 243,690 | Gunnison, Colo. | 39.6 |
| **Suffolk, N.Y.** | **238,356** | **Summit, Colo.** | **38.7** |
| **San Bernardino, Calif.** | **235,579** | **Johnson, Iowa** | **38.6** |
| **Santa Clara, Calif.** | **232,530** | **Howard, Md.** | **38.5** |
| **Bexar, Tex.** | **221,199** | **Marin, Calif.** | **38.3** |
| **King, Wash.** | **198,749** | **Whitman, Wash.** | **36.8** |
| Cuyahoga, Ohio | 190,833 | Benton, Ore. | 36.6 |
| Philadelphia, Pa. | 190,119 | Boulder, Colo. | 36.4 |
| Tarrant, Tex. | 189,694 | Tompkins, N.Y. | 36.3 |
| Middlesex, Mass. | 189,155 | Washtenaw, Mich. | 36.1 |
| Alameda, Calif. | 184,707 | San Miguel, Colo. | 35.9 |
| **Nassau, N.Y.** | **180,716** | **Albany, Wyo.** | **35.5** |
| **Oakland, Mich.** | **170,124** | **Douglas, Kan.** | **35.1** |
| **Riverside, Calif.** | **169,481** | **Clarke, Ga.** | **35.0** |
| **Salt Lake, Utah** | **165,056** | **Boone, Mo.** | **34.7** |
| **Honolulu, Hawaii** | **164,336** | **Eagle, Colo.** | **34.6** |
| United States | 40,024,299 | United States | 16.2 |

*Independent City

*** Figure includes enrollment for all five boroughs of New York City*

## PEOPLE

Tammy Lechner Los Angeles Times

Annya Bell

■ A Los Angeles teacher last week vowed to continue her solo hunger strike to bring about improved "teacher benefits and rights."

**Annya Bell**, a 1st-grade teacher at the 42nd Street School, began fasting on Nov. 17 to help focus public attention on stalled contract negotiations between the school district and United Teachers-Los Angeles.

The city's 32,000 teachers, who have been without a contract since last June, are seeking an immediate 12 percent pay raise, an end to yard duties and clerical work, and more involvement in curriculum planning. The school board has offered a 17 percent raise over three years.

The Los Angeles Public Employment Relations Board has appointed a state mediator, who was scheduled to meet with union and district officials this week in an effort to settle the stalemate.

Ms. Bell, a 19-year teaching veteran who earns $42,000 a year, said she planned to fast until the district meets the union's demands. She is continuing to teach, she said, while drinking fluids and being monitored by a physician.

"I come here every day energetic and ready to begin," she said. "I am an advocate of the philosophy of Mahatma Gandhi and passive resistance, and I know sometimes you have to sacrifice in order to bring a change."

Donald Schrack, a media consultant to the U.T.L.A., said that the union had not sanctioned Ms. Bell's hunger strike.

In a separate protest organized by the union in September, more than 25,000 teachers continue to boycott yard duties and other "unpaid, uneducational" duties. The employment-relations board recently denied the district's request to seek an injunction barring the boycott.

## MILESTONES

■ Mother **Katharine Drexel**, a Philadelphia nun who established schools for blacks and American Indians, has been beatified by Pope John Paul II.

By proclaiming Mother Drexel worthy of veneration, the Pontiff also made her eligible to be canonized as the second American-born saint. The first was Mother Elizabeth Seton, who was canonized in 1975.

Mother Drexel, who died in 1955 at the age of 96, used a multi-million-dollar inheritance to found the Sisters of the Blessed Sacrament for Indians and Colored People. The order presently maintains 20 schools in 12 states.

Mother Drexel also founded Xavier University of Louisiana.

■ **Rachel J. Andresen**, founder of one of the oldest and largest high-school student-exchange programs, has died at age 81.

In 1951, while a teacher in the Detroit public schools and executive director of the Ann Arbor-Washtenaw County Council of Churches, Ms. Andresen established the Youth for Understanding International Exchange.

Ms. Andresen became the program's executive director, overseeing its growth into a network that now organizes exchanges for some 7,000 students a year in 27 countries.

Ms. Andresen was nominated for the Nobel Peace Prize in 1971. She retired in 1973.

## UPDATE

■ **The New York State Board of Regents will remove a passage that was denounced as racist from its dropout-prevention manual,** Commissioner of Education Thomas Sobol has said.

The manual, which was distributed in 1987 to some 15,000 educators, stated that certain groups of students at risk of dropping out of school—particularly blacks and those having handicaps or limited English proficiency—have "learning styles" that are different from those of other students. (*See Education Week, Oct. 14, 1987.*)

In response to widespread criticism of the passage, the education department appointed a task force on the issue. Associating specific learning styles with groups of students could lead to stereotyping, the panel found, urging the board not to encourage the practice.

The new edition of the manual, scheduled to appear next summer, will point out that different students learn in different ways, according to Christopher Carpenter, a spokesman for Mr. Sobol. But it will not refer to blacks or other groups as having particular learning styles, he said.

### Corrections

Due to an editing error, an article in the Nov. 23 issue incorrectly stated that Gov. Tommy Thompson of Wisconsin is opposed to a parental-choice plan for the Milwaukee school district that would include parochial schools. Robert S. Peterkin, the Milwaukee superintendent, has said that he opposes such a plan. Mr. Thompson has not ruled out the parochial-school option, as implied in the story, but has not yet advanced a formal proposal.

Due to an editing error, an article in the Nov. 9 issue incorrectly referred to the Stanford Teacher Assessment Project as part of the National Board for Professional Teaching Standards. TAP is neither sponsored nor funded by the national board. It is a separate project, supported by a grant from the Carnegie Corporation of New York to Stanford University.

A story in the Nov. 30 issue incorrectly reported that Undersecretary of Education Linus Wright had agreed to accept a position with the Paul R. Ray, Inc. recruiting firm before stepping into his post at the Education Department. Mr. Wright said that while he had talked to the firm before coming to the department, he did not accept a position there until September of this year.

# Study Finds No Competition for Graduates Between the Military and Higher Education

The increasing attractiveness of military service for some high-school graduates does not pose a competitive threat to higher education, a new report by the American Council on Education concludes.

The study rebuts claims that recruitment by the armed forces has reduced the proportion of high-school graduates going on to college. The slight rise in the percentage of recent male graduates joining the military between 1979 and 1986, it notes, was more than matched by the increase in those going on to college.

And, it says, the educational benefits provided under the New G.I. Bill will in fact be a boon to colleges.

"Over the past decade," the report says, "it appears that both the colleges and the military have cast their nets more widely but, in aggregate terms, have not cut into each other's share of high-school graduates."

At the same time, it notes, the share of male high-school graduates directly entering the workforce has decreased, from almost 42 percent in 1979 to 34 percent in 1986.

But the picture for black males differs significantly, the report says. Both colleges and the armed forces have attracted a declining proportion of recent high-school graduates from that group, it notes.

Instead, it says, more black males are entering the workforce soon after graduation. In 1986, some 46 percent of recent black male graduates were counted as members the labor force, whether employed or unemployed. That proportion was 6 percentage points higher than in 1979.

Over the same period, the report says, the percentage of young black male graduates not working, not enrolled in college, and not serving in the military more than doubled, from 6 percent to 13 percent.

That proportion includes those not actively seeking jobs, as well as those attending trade or technical schools.

### Boost From G.I. Bill

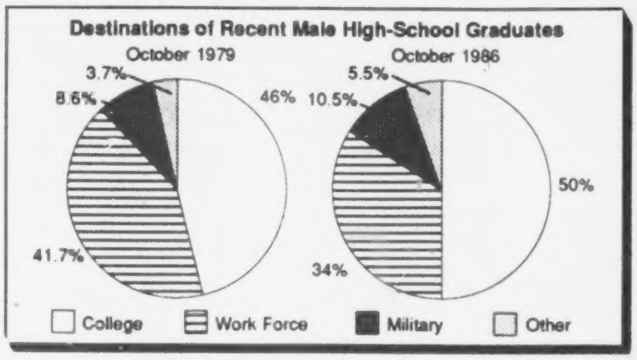
The study, "Joining Forces: The Military's Impact on College Enrollments," was written by Holly Hexter, an A.C.E. staff writer, and Elaine El-Khawas, the group's vice president for policy analysis and research.

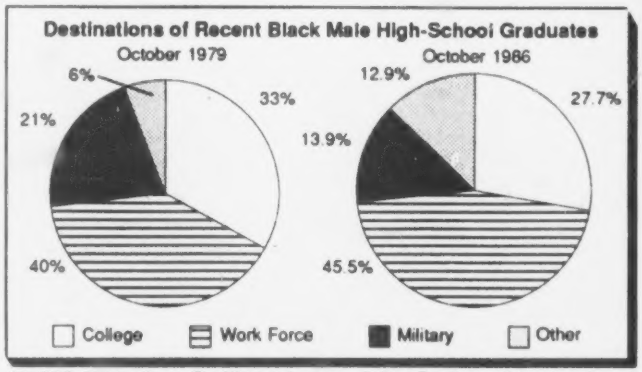
The authors say several factors have enabled the military to meet its personnel needs without seriously affecting college enrollments: improved retention rates for enlisted personnel, the increased proportion of female recruits, and the growth in the pool of high-school graduates through 1979.

Any enrollment losses due to greater "competitive pressures" from the armed services in coming years, they write, are likely to be "more than offset by the extent to which the military brings business to higher education" by offering educational aid.

For example, they note, the number of veterans and reservists enrolled in colleges could jump by 25 percent by 1993 as a result of the New G.I. Bill, which took effect in 1985. The program—a successor to the original G.I. Bill of Rights adopted after World II—provides up to $10,800 in education aid for a three-year enlistment.

Copies of the report are available from the A.C.E., Division of Policy Analysis and Research, One Dupont Circle, Washington, D.C. 20036-1193. The cost is $5 for members and $8 for nonmembers. —M.W.


Destinations of Recent Male High-School Graduates


Destinations of Recent Black Male High-School Graduates

SOURCE: "Joining Force: The Military's Impact on College Enrollments," American Council on Education.

# A.C.T. Assessment To Be Substantially 'Enhanced'

By Mark Walsh

The American College Testing program in January will begin mailing information kits to high schools about what it is calling "the Enhanced A.C.T. Assessment."

The kits will describe forthcoming changes in the standardized college-admissions test, which officials say is undergoing significant changes on the basis of a five-year research effort.

The revised test will no longer contain social-studies and natural-sciences sections; they will be replaced by sections on reading and science reasoning.

The English and mathematics sections will remain, but there will be a new emphasis on writing and problem-solving skills, said David S. Crockett, the A.C.T.'s vice president for public affairs.

"What we are trying to do is have the test reflect what is really being taught in high school and measure skills that colleges said are important," Mr. Crockett explained.

### Response to Educators

The A.C.T. was taken by more than 1 million college-bound students last year; it is the predominant college-admissions test in 28 states. The Scholastic Aptitude Test, administered by the College Board, was taken by 1.5 million students and is predominant in 22 states.

Both testing organizations have seen a need to provide educators with more help in using test results for academic counseling and course placement. That was a major reason for the research that began on the A.C.T. five years ago, its officials say.

The College Board cited similar concerns this year when it embarked on a review of the S.A.T.

Both tests have also been attacked as biased against women and minorities, but Mr. Crockett said the A.C.T. was not being revised in response to such claims.

### Focus on Reading, Reasoning

The social-studies and natural-sciences sections of the A.C.T. were dropped because they were of limited use to educators, Mr. Crockett said, and the skills involved could be woven into the new reading and science-reasoning sections.

The test will be lengthened by 15 minutes, to 175 minutes, and the number of multiple-choice questions will be reduced from 219 to 215.

The reading test will comprise four passages in the areas of fiction, the humanities, natural science, and social studies.

The content of the science-reasoning test will come from biology, chemistry, physics, and the physical sciences. Advanced knowledge will not be necessary because the section will stress reasoning skills, according to officials.

The English test will feature an increased emphasis on writing skills and style, while the math test will have more trigonometry.

The A.C.T. will also provide more subscores. The English test will have subscores in rhetorical skills and usage and mechanics; the math section will have subscores in beginning algebra, intermediate algebra and coordinate geometry, and plane geometry and trigonometry; reading subscores will be provided in fiction, humanities, social studies, and natural sciences.

The new A.C.T. will be given for the first time next October. A test for sophomores, the P-A.C.T.+, was given in the new format last year.

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# University Awarded Grant To Study Possible Regulation of Tests

In a step that could lead to stronger regulation of the testing industry, Boston College's center for the study of testing, evaluation, and educational policy has begun a two-year study to determine whether an independent body should monitor the industry's practices and products.

The study, funded by a $197,000 grant from the Carnegie Corporation of New York, will examine existing governmental, independent, and industry-based regulatory bodies to see if those models are appropriate for the testing field, according to George F. Madaus, the center's director.

Mr. Madaus said that his "own bias" is against government regulation, but that he did not want to prejudice the study in any way.

The study will examine the history and operations of such federal regulatory agencies as the Food and Drug Administration, as well as those of independent bodies such as Consumers' Union and industry-run watchdog groups such as the Underwriters Laboratory.

The major producers of achievement and college-admission tests recently took a step toward self-regulation by adopting a code of fair testing practices in education. The code is aimed at enunciating to educators and the public the standards to which the industry intends to adhere. *(See Education Week, Nov. 16, 1988.)*

Such standards are exemplary, Mr. Madaus said, and the code represents the industry's first attempt to recognize "that there are consumer issues that have to be addressed."

But it is insufficient, he added, to ensure that tests are fair to users.

"There is no enforcement mechanism, and there are very general statements," said Mr. Madaus, who helped develop the code as a co-chairman of the joint committee on testing practices. "There is no body to interpret whether things are in the code or not."

After completing the two-year study, the center plans to try out a proposed regulatory model using selected tests, he said. If the pilot regulation proves effective, the center will set up a regulatory body. —R.R.

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-- Ernest Boyer

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*Attention Principals/Administrators: Please pass this on to any of your star teachers.

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# EDUCATION WEEK

*American Education's Newspaper of Record* Volume VIII, Number 15, December 14, 1988 *© 1988 Editorial Projects in Education / $2.00*

## The Littlest Lobbyists

### *Helped Garner Novel State Health-Care Plan for Children of 'Working Poor'*

**By Ellen Flax**

Some of the most effective lobbyists to appear before the Minnesota legislature last year never said a word. They tumbled, tottered, crawled, and cried.

Participants in the Diaper Derby for Healthier Babies were part of a broad grassroots effort that convinced the lawmakers to adopt a novel health-insurance program that guarantees all children access to preventive medical services.

The derby, coordinated by the Children's Defense Fund-Minnesota Project and the March of Dimes, was designed to show lawmakers the range of activities that healthy—and fully insured—toddlers are capable of performing.

The state-funded insurance program that it and other equally dramatic presentations helped produce is the first of its kind in the country—a program intended to provide comprehensive coverage for those who often fall through the

*Continued on Page 15*

NOW AVAILABLE WITH EXTENDED WARRANTY.

**Ad advising parents of availability of low-cost health coverage.**

## Planned Transfer Of Military-Base Schools Resisted

### *D.O.D. Eying Mergers With Nearby Districts*

**By Julie A. Miller**

WASHINGTON—In a few months, the Defense Department is expected to decide the fate of 17 schools it operates on domestic military bases.

Some will undoubtedly be earmarked for transfer to neighboring school districts, requiring the districts to absorb thousands of new students who bring with them no additional tax base for the communities.

Those who stand to be affected by the proposed transfers—military parents and educators who work at the base schools, as well as officials of nearby public-school districts—oppose the idea for a variety of educational and financial reasons. And they are gearing up to fight any transfer decisions when the Congress considers the Defense Department's recommendations next year.

"It's essentially an effort to unload 17 school districts with some 37,000 students on the local public schools," said Joseph Brust, superintendent of the military schools at Fort Bragg in North Carolina. But the federal government has a "moral and legal responsibility to educate military dependents," he argued.

"It's going to cost a lot of money and it's going to make a lot of people unhappy," said Mr. Brust, who is president of an organization of superintendents of military-base schools.

The base schools were officially recognized during the 1950's, although some

*Continued on Page 18*

## Busing Costs for Nonpublic Pupils Under Scrutiny

**By Kirsten Goldberg**

The Milwaukee school board has decided to seek a change in state law to allow the district to save money by eliminating some bus services for nonpublic-school students, even though board members are not optimistic about the proposal's chances.

"I know the legislature probably won't seriously consider it," Joyce P. Mallory, chairman of the board's budget committee, said of the Nov. 30 proposal.

In a state where support for private schools is strong, and where the governor, Tommy Thompson, has said he favors the idea of tuition vouchers, the plan to stop busing some 2,500 Milwaukee private-school students may get no further than the school board's 37-item 1989 legislative wish list.

But the Milwaukee board is not alone. In looking for ways to contain costs, a number of school districts nationwide are scrutinizing all transportation services—an expensive budget item, school business officers

*Continued on Page 19*

Jim Morrill/Milwaukee Public Schools

**Milwaukee board is seeking state-law change permitting it to trim services.**

## Risky Business: State Pension Funds Spurring Wall Street's Biggest Deals

**By Nancy Mathis**

Conan Edwards, a retired Wisconsin teacher, may not make the mega-deals that cause Wall Street to tremble, but he is an enthusiastic supporter of the retirement-fund investments that are helping underwrite them.

State pension funds, unfettered in the past decade from state laws limiting investment practices, have become a major source for financing leveraged buyouts, junk-bond purchases, and other high-risk—but high-yield—ventures that are the latest Wall Street fad.

But after the record-setting $25-billion takeover of RJR Nabisco Company late last month, in which 11 state pension funds participated as limited partners to assist in the leveraged buyout, some political and corporate leaders are questioning the wisdom of such investment policies.

Some of the critics are worried about the possibility of losses faced by the pension funds that knowingly engage in leveraged buyouts, which are considered to be among the riskiest of investments.

Others express concern over the economic impact of the pension-fueled buyouts, which create no jobs and mountains of tax-exempt corporate debt.

Pension-fund managers, however, point to a history of high-yield returns that can

*Continued on Page 14*

## *Minnesota To Mandate 'Multicultural and Gender-Fair' Curricula*

**By Robert Rothman**

As part of a nationwide trend toward curbing what educators see as a "bias of omission" in school instruction, Minnesota this week is expected to join a handful of states that require districts to develop "multicultural and gender-fair" curricula.

The proposal has drawn fire from some local districts, which consider it costly and burdensome, and from some scholars, who warn that it could distort the curriculum.

But Ted Suss, administrator of the state board of education, said officials consider it necessary to fill gaps in many schools' instructional programs.

"There is a feeling on the board, shared by a wide variety of folks," he said, "that schools generally do not do an adequate job of fully presenting the contributions of women and minorities to students."

"The hope of the board," Mr. Suss added, "is that students who finish a public-school education in Minnesota in the next decade will have greater understanding and respect for other people."

The state would not mandate a particular type of curriculum, he noted, but would require districts to develop plans to "move the program in the direction of eliminating bias."

While many districts in Minnesota and elsewhere already provide such instruction, few states require it, according to Gordon Cawelti, executive director of the Association for Supervision and Curriculum Development.

But other states may follow Minnesota's lead, Mr. Cawelti said, as they search for ways to reduce the high dropout rate among minority students. Developing multicultural curricula, he noted, is increasingly seen as a way of offering such students a sense of "ownership" in the schools.

*Continued on Page 11*

## Also in the news

**The Home-School Gap**
In one of the most comprehensive teacher polls to date, parental support is a major concern.
**5**

**Mich. Governor Rebuffed**
His controversial plan to revise the state's tax and school-finance systems dies amid partisan infighting.
**12**

### Publication Schedule

With this issue, *Education Week* begins a three-week publication break. The next issue will be dated Jan. 11, 1989.

The display-advertising deadline for the Jan. 11 issue is Thursday, Dec. 29. The Marketplace deadline is Monday, Jan. 2.

## IN SUMMARY

**Chicago: Parents to the Fore**
A news analysis explores the many implications of new Illinois legislation granting Chicago parents an apparently unprecedented degree of control over their local schools **Page 6.**

**Supercomputer Wows Whizzes**
Students at a magnet high school in Virginia are enjoying their prize in a national programming contest a "supercomputer" that can do hundreds of millions of calculations per second **Page 7.**

**Student Aid in Flux**
Rising tuition costs and static federal aid are forcing development of a wide range of alternative ways to finance higher education according to participants at a recent conference **Page 8.**

**Teacher-Training Changes**
The Virginia board of education's new rules requiring prospective teachers to major in academic subjects other than education are causing distress at some training institutions **Page 8.**

**Guiding Career Guidance**
For the first time guidance counselors across the country are working to develop national guidelines on how to advise students and others about the career choices they face **Page 10.**

**Oregon 'Children's Agenda'**
Gov Neil Goldschmidt of Oregon has called for a major increase in state aid to schools as well as adoption of a $29-million "children's agenda" of health and education programs **Page 13.**

**New Audit Rules**
Lawyers say education agencies accused of misusing federal funds could find the appeals process vexing under the new regulations proposed by the Education Department **Page 16.**

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# ACROSS THE NATION

## NATIONAL

### Students Maintain Misconceptions About the Spread of the AIDS Virus

Although most high-school students understand that AIDS is transmitted by sexual intercourse and by sharing needles for drug use, many also mistakenly believe that the disease can be caught by donating blood or by using public toilets, a new study has found.

The study, completed by the U.S. Centers for Disease Control, questioned 9th-through 12th-grade students in 24 states and local districts. The percentage of students in different areas who knew that the disease is spread sexually ranged from 88 percent to 98 percent, while between 83 percent and 98 percent recognized the role of intravenous drugs.

But substantial numbers of students also saw dangers in casual contacts. Anywhere from 28 percent to 53 percent said they believed they could get the disease by donating blood, and between 42 percent and 65 percent expressed concern about public rest rooms. Up to 10 percent said that they could become infected by shaking hands with a carrier of AIDS.

Many students also said they believed that they could be exposed to the virus by insect bites or by having a blood test.

■ **The Bush Administration should create a National Youth Cabinet to address such issues as child care, health, and education,** declares a policy statement adopted by the National League of Cities last week.

The organization suggested that the new Cabinet-level working group include the secretaries of labor, education, agriculture, health and human services, and housing and urban development.

The N.L.C. also called for establishment of an advisory panel composed of national experts on youth-related issues.

## STATES

### Tennessee Board Issues Guidelines for Drug Tests

The Tennessee board of education has issued guidelines for implementing a state law allowing school districts to test students for illegal drug use.

Officials of the 12 districts that plan to test next fall had been waiting for the guidelines before organizing their programs.

Under the guidelines, a principal may order a student to undergo a test if there is a "reasonable suspicion" that school policy on drug or alcohol use has been violated. This can include "the smell of alcohol or marijuana smoke about the student," evidence obtained from a personal or locker search, or reported drug use on school property.

School principals must receive training from the state mental health department, the agency that is to provide treatment for those found to have engaged in abuse.

Schools may test students' urine, blood, or breath, and must submit samples to a professional laboratory for analysis.

The guidelines also require that parents be notified of positive test results. If results are negative, all records of the test must be destroyed.

At least 59 districts have said they do not plan to test for drugs.

■ **New Hampshire needs to do more for needy children,** argues a new coalition of doctors, lawyers, legislators, and social workers in the state.

The New Hampshire Alliance for Children and Youth will lobby in the legislature for increased funding, produce annual "scorecards" on legislative activity, and promote public awareness of the need to enhance the programs, according to Steven Kairys, a pediatrician at the Dartmouth Medical School and president of the group.

The Concord-based alliance will focus on education, health, mental health, welfare, and juvenile justice, Dr. Kairys said.

■ **After more than 10 years of rapid growth, public-school enrollment in Utah will soon level off and then decline,** according to the Utah Foundation.

Enrollment grew 1.5 percent this year, compared with annual growth of more than 3 percent during most of the 1980's, the foundation said.

The slowdown could ease financial pressures on schools, the foundation said, noting that the state lost ground against the national per-pupil spending average over the past decade, even though its expenditures rose faster than the rest of the nation's.

Still, secondary enrollments, where costs are higher than in elementary grades, will continue to rise until the mid-1990's. So "Utah will still be faced with some financial problems, even after total enrollments in the state begin to decline," the report predicted.

## DISTRICTS

### Colorado Teacher Sues District Over Alleged 'Bible Censorship'

A Winchester, Colo., principal violated a 5th-grade teacher's academic freedom and First Amendment rights by requiring him to remove the Bible from his desk and other religious books from his classroom, lawyers for the teacher argued in federal court last week.

The lawyers maintained that Kathleen Madigan, principal of Berkeley Gardens Elementary School, showed an "extreme and distorted understanding" of the First Amendment by ordering the books removed.

Kenneth Roberts did not use the books for "devotional or ritualistic" purposes, said Jordan Lorence, assistant general legal counsel for Concerned Women for America, a Washington-based group that is representing the teacher. Rather, he said, the books were part of a classroom library of more than 200 volumes, which students were permitted to use during a daily 15-minute silent-reading period. Mr. Roberts often read from the Bible during that period.

Citing Supreme Court decisions that affirmed teachers' rights to teach Biblical stories as literature, Mr. Lorence said that "it violates the establishment clause to remove the books." The action amounted to "government disapproval of religion," he argued.

"A teacher doesn't have the right to bring religious materials into class when they are not related to the curriculum being taught," responded Martin Semple, a lawyer for Adams County School District 50.

### *A Century of Teaching Teachers*

Joe Pinero/Columbia University

**Enjoying celebration this month in honor of the centennial of Columbia University's Teachers College are (from left) Michael I. Sovern, president of the university; Gov. Thomas H. Kean of New Jersey; P. Michael Timpane, president of the college; and Bill Moyers, the television commentator. The influential school of education was founded in 1887 and became part of Columbia in 1898.**

### Missouri District Suspends 93 In Protest Over Christmas Rite

The Lee's Summit, Mo., school board has issued three-day suspensions to 93 high-school students who boycotted classes to protest the board's cancellation of an annual Christmas candle-lighting ceremony.

The board had voted to cancel the ceremony after a student complained about the event to the American Civil Liberties Union. In the ceremony, which was held during school hours, students read passages about the birth of Jesus and lit candles.

The event was sponsored by the local chapter of the National Honor Society.

The student protest began as a school-approved sit-in aimed at persuading the board to reverse its decision. When administrators told students to return to classes after an hour, about 200 of the school's 2,600 students refused.

Two hours later, the students were told they would be suspended if they did not return to class. Most of them did, but 93 remained.

A district spokesman said a committee of students, teachers, and administrators, with local ministers as consultants, is working to develop a secular holiday program.

■ **Political infighting among trustees of the South San Antonio Independent School District has prompted state officials to appoint a "master" with veto authority over decisions to run the system.**

William N. Kirby, the state superintendent, appointed the overseer after the board failed to live up to its promise to stop open confrontations, said a spokesman for the Texas Education Agency.

State officials believe the board's problems are affecting instructional quality, the spokesman said, adding that the state could revoke the district's accreditation and withdraw all its funds if the situation does not improve.

Three other districts—Anthony, Westminster, and Kendleton—already have state-appointed masters.

■ **The dropout rate in Boston schools has declined for the first time in the six years that records have been kept,** according to new figures released by school officials.

The dropout rate declined from 46.1 percent for the class of 1986 to 45.1 percent for the class of 1987, according to the district's statistics. When first calculated in 1982, the dropout rate was 36.2 percent.

But officials say their current method for assessing the rate still overstates the problem, and they are working to revise the formula in an effort to exclude such factors as student migration and double counting.

■ **Baltimore school police may search students with portable metal detectors when there is a "reasonable belief" that weapons may be present,** under a sweeping safety policy adopted by the school board.

Under the new Organized Action for Safety in Schools program, the system will hire 10 more police officers, require schools to adopt dress codes, and recommend that elementary schools adopt uniforms.

The district also will stage a telethon this month to encourage volunteerism, said Jacquelyn H. Hardy, a spokesman for the system.

A survey taken after a spate of highly publicized shootings this fall showed that many parents view violence as the system's most pressing problem.

The measures adopted by the board mirror a series of recommendations presented to Superintendent Richard C. Hunter by a task force on school safety.

■ **Some Seattle principals want students who bring guns to school immediately expelled and subjected to criminal charges.**

Currently, students found with weapons are suspended.

The proposed district policy would take a "zero-tolerance" approach to weapons, similar to that of Milwaukee schools, where students face automatic expulsion if found on campus with a gun.

Deputy Superintendent Arthur Binnie said that the current district policy allows for expulsion in such a case. Principals throughout the district have been told that they may move to expel a student for carrying a gun, as long as they carefully document their decision, he added.

**DIMENSIONS**

# Missing the Asbestos Deadline

**Only about 40 percent of schools nationwide met the new federal asbestos law's Oct. 12 deadline for submitting plans on asbestos containment in their buildings, according to a survey by two New Jersey firms.**

**Moreover, some 20 percent of schools did not even make requests for a seven-month delay in meeting the deadline, as a second measure, passed by the Congress this year, allowed them to do.**

**Those results were from an early-November survey of 26 states and the District of Columbia by Kasselaan & D'Angelo Associates Inc. and MWW/Strategic Communications Inc. The other states were unable to provide figures on compliance.**

**Environmental Protection Agency officials have not yet indicated how they will proceed against schools that failed to meet the deadline. Their plans are likely to be issued in January.**

**For more information on the survey, contact MWW/Strategic Communications at (201) 342-9500.**

| State | Plan Submitted | Deferral Requested | No Compliance |
|---|---|---|---|
| Alabama | 44 | 46 | 10 |
| Arizona | 35 | 25 | 40 |
| Arkansas | 98 | 2 | |
| California | 23 | 12 | 65 |
| Colorado | 57 | 38 | 5 |
| Connecticut | 5 | 86 | 9 |
| District of Columbia | 2 | 79 | 19 |
| Delaware | 77 | 7 | 16 |
| Florida | 40 | 40 | 20 |
| Hawaii | 71 | 21 | 8 |
| Illinois | 30 | 55 | 15 |
| Indiana | 33 | 33 | 34 |
| Kansas | 74 | 26 | |
| Maine | 72 | 21 | 7 |
| Maryland | 48 | 44 | 8 |
| Massachusetts | 31 | 50 | 19 |
| Michigan | 21 | 42 | 37 |
| Missouri | 68 | 32 | |
| New Jersey | 20 | 33 | 47 |
| New Mexico | 79 | 20 | 1 |
| New York* | 40 | 60 | |
| North Dakota | 53 | 26 | 21 |
| Oregon | 36 | 34 | 30 |
| Pennsylvania | 38 | 41 | 21 |
| Rhode Island* | 7 | 93 | |
| Texas* | 41 | 14 | 45 |
| Virginia | 54 | 31 | 15 |

*Figures cover only public schools

SOURCE: Kaselaan & D'Angelo Associations Inc. and MWW/Strategic Communications Inc.

## PEOPLE

■ **Vicky Frost** has lost another round in her battle with the Hawkins County, Tenn., school board over textbooks.

Ms. Frost was a leader of a group of fundamentalist Christian parents who sued the board on the grounds that a textbook series violated their children's First Amendment rights by exposing them to stories on witchcraft, evolution, and one-world concepts.

A 1986 federal-district-court ruling allowing the children to "opt out" of the disputed reading course was later struck down by an appellate court.

In a separate suit, Ms. Frost claimed that local officials violated her Constitutional rights by arresting her for trespassing when she tried to remove her daughter from the course. A federal district jury awarded her $70,000, but the verdict was overturned by the appellate court.

The U.S. Supreme Court last week declined to review the wrongful-arrest case.

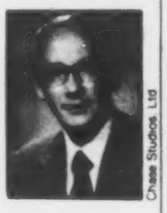
■ A $125,000 grant from the novelist and screenwriter **Sidney Sheldon** will enable two New York City high schools to resume publication of their long-dormant student newspapers.

Erasmus Hall High School's *New Dutchman* and Theodore Roosevelt High School's *The Square Deal* are the first student papers aided by ArtsConnection, an arts-in-education organization that hopes to revive other school newspapers as well.

ArtsConnection will use Mr. Sheldon's donation to provide each newspaper with the assistance of two professional journalists, who will advise students and assign and edit stories. The goal is to make the newspapers self-sufficient, said Steven Tennen, the organization's executive director.

■ **Scott D. Thomson** plans to step down in January of 1990 after 10 years as executive director of the National Association of Secondary School Principals.

Mr. Thomson, who was scheduled to announce his decision this week, has revealed no further plans, according to the group's spokesman, Lew Armistead.


Chase Studios Ltd

During his tenure at the helm of the 40,000-member organization, Mr. Thomson has been a strong advocate of a more active instructional-leadership role for school principals.

Earlier this year, NASSP released the first volume of a major new study on the principalship. Other initiatives undertaken during Mr. Thomson's administration include cosponsorship of the research by Theodore R. Sizer that led to the book *Horace's Compromise*; establishment of an assessment-center project; and efforts to identify and develop critical skills needed by principals.

An announcement on the selection process for Mr. Thomson's successor will be forthcoming, according to Mr. Armistead.

■ National Football League Hall of Famer **Alan Page** wants more minority youths to go to college.

So the former Minnesota Vikings defensive lineman, who currently is a Minnesota assistant state attorney general, has created the Alan Page Education Foundation to provide role models and financial aid to minority students.

The foundation will provide academically qualified students who might not otherwise go to college with scholarships of from $500 to $2,000, on the condition that they act as mentors and tutors to elementary-school children in their communities.

The foundation will focus on minority youths in the Minneapolis-St. Paul area. But Mr. Page is also promoting education across the country. He has embarked on a nationwide speaking tour, sponsored by the Eastman Kodak Company, for higher education for minority youths.

■ Educators need their own hall of fame, says **M. Donald Thomas**, retired superintendent of the Salt Lake City School District.

Mr. Thomas directs the National Committee for the American Education Center, which is raising funds for a facility to house the hall of fame museum as well as conference and exhibit space.

The group hopes to build the center in Blue Springs, Mo., near Kansas City.

The hall of fame will "honor those individuals who have made a contribution to American public and private education," said Mr. Thomas, adding that a committee will determine standards for induction.

For further information, contact M. Donald Thomas, 860 18th Ave., Salt Lake City, Utah 84103; (801) 532-5340.

■ Yellow ribbons and "Welcome Home" banners awaited **Jim Copp** when he returned this month to the Rocky Point Elementary School in North Carolina after several weeks of captivity in Laos.

"Everybody got a hug and we went right back to work," said Mr. Copp, 44, a 2nd-grade teacher.

A Vietnam veteran, Mr. Copp believes that U.S. servicemen are still being held as prisoners of war by the Laotian government. He and a companion were detained for distributing money advertising a $2.4-million reward for bringing an American serviceman out of captivity alive.

■ Two nationally prominent educators and a member of the Congress have been chosen to receive the first annual Harold W. McGraw Jr. Prizes in Education.

Awards of $25,000 each will go to **Terrel H. Bell,** the former Secretary of Education, **Helen B. Crouch,** president of the Literacy Volunteers of America, and **Senator Claiborne Pell** of Rhode Island, the chairman of the Senate education subcommittee.

Mr. Bell was cited for his successful defense of the Education Department against attempts by other Reagan Administration officials to dismantle it.

The announcement praised Ms. Crouch for her work with the L.V.A. and the National Coalition for Literacy, which she chairs.

Mr. Pell earned the award for his efforts to reduce economic barriers to higher education through creation of the Pell Grants for students, the announcment said.

Further information about the awards, named for the retired publishing executive, may be obtained from McGraw-Hill Inc., 1221 Avenue of the Americas, New York, N.Y. 10020.

# Poll: Teacher Job Satisfaction Coexists With Deep Concerns

**By Lynn Olson**

Teachers surveyed by the Carnegie Foundation for the Advancement of Teaching have offered a conflicted view of their profession, in which relatively high job satisfaction contrasts sharply with concerns about their students, the lack of parental support for education, and their own working conditions.

The nationwide poll of 22,000 public-school teachers is the most comprehensive survey of teacher attitudes ever conducted, according to Carnegie officials. It was released this week in a report entitled *The Condition of Teaching: A State-by-State Analysis, 1988*.

### Gap Between School and Home

More than three-fourths of those surveyed report that they are satisfied with their jobs in the public schools. And the majority plan to remain in the profession until they retire.

But teachers also depict a growing gap between the school and the home that Carnegie officials warn could bode ill for the future.

For example:

- 90 percent of teachers say lack of parental support is a problem in their schools.
- 89 percent report abused or neglected children to be a problem.
- 69 percent say poor health among students is a problem.
- 68 percent say undernourishment among students is a problem.
- And 94 percent estimate that at least some of their students are living in homes where the family income is below the poverty line.

In addition to the questionnaire responses, more than half the teachers wrote comments about their experiences in the classroom. These detailed observations, which will be published in a separate report next spring, reinforce the survey's findings, according to Carnegie officials.

In a forward to the report, Ernest L. Boyer, the foundation's president, notes that teachers describe students as "emotionally needy" and "starved for affection."

"The data and teacher comments suggest that we have not just a school problem, but a youth problem in the nation," he writes. "Teachers repeatedly made the point that in the push for better schools they cannot do the job alone, and yet there is a growing trend to expect schools to do what families, communities, and churches have been unable to accomplish."

If the country is truly concerned about the quality of schools, he argues, parents must be recognized as their children's primary teachers, and ways must be found to build new partnerships between the home and the school.

### 'Apathy and Anonymity'

According to Mr. Boyer, teachers demonstrated a "striking" concern about the social and physical well-being of their students.

But the result is a disturbing portrait of the problems that teachers encounter in their classrooms on a regular basis.

For example, a majority of those surveyed identify disruptive behavior, absenteeism, turnover, and apathy among students as problems in their schools.

Nearly 9 in 10 report disruptive behavior is a problem, and 83 percent say absenteeism is a problem. At least 8 in 10 teachers in every state identify student apathy as a problem.

"Clearly," Mr. Boyer argues, "one of the most urgent challenges schools confront is overcoming this sense of apathy and anonymity among students. Caring parents, concerned communities, and enlightened business leaders all must join with educators to make sure that our children have a sense of identity and purposefulness in life."

Almost 70 percent of those polled also identify theft and vandalism as problems at their schools, and about half say alcohol and other drugs are problematic.

In contrast, a minority of teachers report violence against students or teachers as a problem. And just over one-third say that racial discord is a problem in their schools.

### Sense of 'Powerlessness'

Perhaps most significant, Mr. Boyer adds, is the continued frustration teachers express about their "powerlessness" and the negative conditions under which they work.

In an earlier survey of teachers' attitudes toward the school-reform movement, released in May, Carnegie officials concluded that the teaching force was more "dispirited" and "less empowered" as a result of school reform than it had been five years ago. *(See Education Week, May 25, 1988.)*

More than half of the 13,500 teachers polled for that survey said morale within the profession had substantially declined in the last five years. And 70 percent said the national reform effort deserved a grade of "C" or less, despite such successes as raising student achievement, clarifying school goals, and increasing teacher salaries.

In the new survey, teachers report that "political interference" in education is on the rise. Over all, 6 in 10 teachers express this view; only 4 percent see political interference on the decline.

Similarly, the majority of teachers say that state regulation of local schools has increased as a result of the school-reform movement.

Not surprisingly, these views are most common in states that have passed large, comprehensive reform packages, such as Arkansas, Georgia, Indiana, and Texas.

In Arkansas, for instance, 90 percent of teachers say political interference in education has increased, and 92 percent say state regulations have increased. In contrast, in New Hampshire, only 36 percent and 38 percent of teachers, respectively, share those views.

Meanwhile, the ability of teachers to participate in important decisions that affect them and their students continues to be severely limited, according to the survey.

A majority of those polled say they participate in textbook and curriculum decisions within their schools. But the majority have no sway in determining such matters as: the selection of teachers and administrators, teacher evaluation, staff development, school budgets, and student promotion and retention.

### Other Working Conditions

The survey also revealed these aspects of teachers' concern over their working conditions:

- Most say they have less than one hour in a typical school day to prepare their lessons.
- More than half say respect for teachers in their community is lower than they expected when they entered the profession.
- More than one-third of those polled express disappointment with their opportunities for advancement. And 49 percent say their financial compensation has been lower than they expected.
- 56 percent of those surveyed describe the space available in the schools as only "fair" or "poor."

**What Teachers See as Problems in Their Schools**

|  | A Problem | Not a Problem |
|---|---|---|
|  | (% of all teachers) |  |
| Disruptive classroom behavior | 87 | 13 |
| Student absenteeism | 83 | 17 |
| Student turnover | 73 | 27 |
| Student apathy | 88 | 12 |
| Lack of parental support | 90 | 10 |
| Theft | 69 | 31 |
| Vandalism | 68 | 32 |
| Violence against students | 44 | 56 |
| Violence against teachers | 24 | 76 |
| Racial discord | 36 | 64 |
| Alcohol | 49 | 51 |
| Drugs other than alcohol | 54 | 46 |

SOURCE: Carnegie Foundation for the Advancement of Teaching, 1987 National Survey of Public School Teachers

In contrast, teachers appear to have a relatively positive view of their ability to help students learn—despite the obstacles.

### Majority 'Satisfied'

More than three-fourths disagree with the statement that schools cannot really expect to graduate more than 75 percent of all students.

Slightly more than half report that they are "satisified" with student progress in problem solving, writing, and independence in learning. And 71 percent say they are "satisfied" with student progress in general language skills.

Teachers were also asked to ex-

*Continued on Page 18*

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# Disparities in Pupils' Treatment Persist, Rights Study Finds

**By Lisa Jennings**

Black and Hispanic students continue to be far more likely than whites to be targeted for disciplinary action or placed in special-education programs, according to an analysis of 1986 civil-rights data collected from public schools across the country.

The analysis, which was to be released this week by the National Coalition of Advocates for Students, found that black students were involved in more than twice as many incidents of corporal punishment and school suspension as white students.

In addition, the analysis found that black students—who make up about 16 percent of the total public-school population—constituted 35 percent of those categorized as "educable mentally retarded." But they represented only 8 percent of those enrolled in programs for gifted and talented students—a disproportionately low level, the report concludes.

The figures, which are derived from the biennial survey by the U.S. Education Department's office for civil rights, represent little change from the coalition's analysis of 1984 survey data, according to Joan First, executive director of the N.C.A.S.

Ms. First said she had expected to see some improvement stemming from the reform movement. "But it seems that, for black and Hispanic students at least, things aren't getting any better," she said.

### Disturbing Findings

The findings, according to Ms. First, support the views of the school critics who charge that black and Hispanic students are unfairly "labeled" and shunted out of mainstream classes.

They end up in "homogeneous, low-expectation groups," where they tend to perceive that they are not valued by schools, and often end up dropping out, she said.

One of the most disturbing findings of the report, according to Ms. First, is the high rate at which black students in particular are placed in special-education programs.

"A malevolent view of such findings," she said, "would be to say that people are anxious to drive up test scores, and one way to do that is to change the composition of the test-taking pool."

A more benign view, she added, is that "whatever is being done in the name of reform in these schools is not helping these children."

Ms. First also suggested that the growing interest of states in identifying and targeting for special support students "at risk" of failure may turn out to be "one more way to label students" that pulls minority children out of classes with their white counterparts.

"It is sudden death for minority children if they get pulled out of the mainstream," she argued.

### Comparing Statistics

The coalition's analysis utilized the data obtained by O.C.R. from its survey sample of about 20 percent of all school districts nationwide. Among other findings of the N.C.A.S.:

- Black students were involved in 31 percent of the 1.1 million instances of corporal punishment in public schools in 1986. White students, who constituted 70 percent of the total school population, were involved in 60 percent of such cases.
- Black students were involved in more than 25 percent of the 1.9 million school suspensions in 1986; 59 percent of those suspended were white.
- White students accounted for 58 percent of the 434,200 E.M.R. students, compared with blacks' 35 percent. But whites constituted 81 percent of the 1.9 million students placed in gifted and talented programs, which included only 161,352 blacks.
- Hispanic students, who represented about 10 percent of the student population in 1986, were involved in 9 percent of the suspensions and 8 percent of corporal-punishment cases.
- Hispanic students constituted 5 percent of the E.M.R. and 5 percent of the gifted-program enrollments.

### States Ranked

In addition to O.C.R.'s sample districts in each state, the coalition examined the data from the 100 largest districts nationally. The report ranked the states that showed the largest discrepancies between white and minority students.

It found the largest corporal-punishment discrepancies in Arkansas, Tennessee, Texas, Florida, and New Mexico.

In Arkansas, for example, black students made up 24 percent of the total enrollment but were involved in 40 percent of the corporal-punishment incidents. White students, who represented 75 percent of total enrollment, accounted for 60 percent of the incidents.

For suspensions, Ohio showed the largest discrepancy, followed by Minnesota, Pennsylvania, Missouri, and Wisconsin.

In Ohio, 37 percent of suspensions involved black students, even though they accounted for 15 percent of the student population. White students, 83 percent of the population, were suspended in 61 percent of the cases.

The largest discrepancy in E.M.R. referrals was found in Alabama, Arkansas, South Carolina, North Carolina, and Iowa.

In Alabama, an estimated 37 percent of the students were black, but they made up 65 percent of those in E.M.R. programs. Sixty-two percent of all students were white, but they accounted for only 35 percent of those in E.M.R. programs.

South Carolina, the District of Columbia, North Carolina, Virginia, and Delaware showed the largest discrepancy in placing students in programs for the gifted and talented.

In South Carolina, black students made up nearly half—or 44 percent—of the school population, but only 15 percent of the students deemed gifted were black. White students, 55 percent of the total, made up 84 percent of those in gifted-student programs.

### Sanctions Supported

The report also recommends several procedures that it says would help states and districts more accurately monitor potential discrimination in these areas.

Ms. First said that N.C.A.S. supports the concept of imposing sanctions against districts that continue to show large discrepancies in the placement and treatment of student populations.

But sanctions are not the best solution, she contended, saying, "We need to find ways to help the kids without labeling them . . . or generating the racial segregation that these numbers reflect."

Copies of the report are available from the N.C.A.S., 100 Boylston St., Suite 737, Boston, Mass. 02116.

# Defense Department Weighing Fate of Schools on Military Bases

*Continued from Page 1*

were established before that. Most are in the South.

Some were created because nearby school districts were too rural or too poor to provide an "appropriate" education for base children, while others were established to prevent military children from being sent to segregated schools, base officials say.

### Mandated by the Congress

Seeing a way to cut costs, the Congress in 1986 required the Defense Department to submit a plan for transferring the base schools to local responsibility no later than July 1990. The department's plan is to study each school individually and decide which ones can feasibly be transferred.

A recent study by the RAND Corporation of six of the schools contends that four could feasibly be transferred—though not without political and practical difficulties and expense. RAND is currently studying the other 11 schools in question.

Defense Department officials failed to respond to repeated requests for information last week.

But other sources said the department is expected to look at the new study and draft its own recommendations for each school early next year. The Congress will probably have to approve the department's plan before it can be implemented, especially if Defense recommends retaining responsibility for some of the schools.

### Battle Lines Forming

A battle is likely to ensue on Capitol Hill between those who think the department should get out of the education business and save some money, and those who are hearing from unhappy constituents in the affected communities.

Senator Strom Thurmond, Republican of South Carolina and a member of the Armed Services Committee, which has jurisdiction over the transfer issue, has issued a statement opposing transfer of the three base schools in his home state.

Chris Simpson, a spokesman for Mr. Thurmond, said that the South Carolina schools were likely to be recommended for transfer and that the Senator was responding to requests from constituents on and near the bases to fight any such proposal.

Representative William H. Natcher, whose home state of Kentucky hosts two bases with schools, told constituents shortly after the Congress acted in 1986 that he also opposed transfer of the schools to local responsibility.

In a letter to the Kentucky Education Association, Mr. Natcher, who is a Democrat, proposed that responsibility for the schools be transferred to the Education Department. The department is under the jurisdiction of the Appropriations subcommittee that he chairs.

### 'Outsiders' Problem

Parents of students who attend base schools say they would have little control over their children's education if it were provided by a district where they are not registered voters and where they would be a minority group. In many cases, parents also contend that the education offered by local schools is inferior to that offered on-base.

"Our judgement is that transfer at any of the sites reviewed will reduce the education program offered to the [base] children," the RAND Corporation said in its report. Base schools provide services that are "broader and more individually oriented," according to the report.

Parents and educators also argue that often-transient military children have special needs that can be met only in a special school.

"If a [military] child has to attend school in a local school district, they are often looked upon as outsiders," said Thomas J. Silvester, superintendent of the base schools at Fort Jackson, S.C. "They are transient, and not part of the mainstream."

Mr. Silvester added that base schools, which are not subject to state regulations, can be flexible about their rules when they conflict with family needs.

For example, he said, attendance requirements can be waived if a family must take leave at a certain time, or if they need time to settle down after moving back to the U.S. from overseas.

Sydney Hickey, governmental-relations director for the National Military Family Association, agreed that in many cases, base schools are better for the children they serve.

She noted, however, that the organization would not take a broad position on the transfer issue, but would respond to the Defense Department's recommendations for individual schools.

"Each school needs to be treated as an individual entity," she said. "We don't want to say nothing should be turned over."

"The original reason for the schools is that the kids couldn't get an adequate, free education in the community, and that may have changed in some areas," Ms. Hickey said. "We have to be reasonable about this."

### Losses for Educators?

Educators who work in the base schools voice personal worries, in addition to the educational concerns they share with the parents of their students.

If a school is transferred, teachers and administrators could lose their jobs, they say. And while many are likely to be hired by local districts, that may mean a pay cut.

Educators who have amassed federal retirement benefits say they are also concerned about what will happen to them.

"Our goal is going to be to ensure that the education of these children not be jeopardized in any way, and that the rights and working conditions of employment will not be adversely affected for the teachers and other employees involved," said Michael Edwards, governmental-relations director for the National Education Association, which represents some of the teachers who work at base schools.

He said the N.E.A., like the military-family association, would await the Defense Department's report before staking out a detailed position. But the union will fight for preservation of, or compensation for, accrued retirement benefits, he noted.

Educators on and near bases say base commanders also oppose transfers. They fear security problems if rights to portions of their bases are ceded to school districts, and worry that morale would suffer if the special schools were eliminated.

### Financial Complications

In many ways, however, local school officials may be faced with the biggest burden. They fear that absorbing the military-base students, with or without their schools, will cost their districts dearly.

A number of the school facilities subject to transfer are in admittedly substandard condition, and would require expensive repairs to meet local standards. The RAND report estimates that it would cost $93 million to make needed repairs at all the schools being considered for transfer.

Some districts would also incur other one-time costs, such as purchase of buses.

In addition, school officials point out, children who live on military bases would bring with them no new local revenue, since neither their parents nor the federal government pay local property taxes.

Absorbing them would make districts eligible for larger amounts of impact aid—federal assistance designed to compensate education agencies for a federal installation that hurts them financially.

But in some cases, additional impact aid plus anticipated state contributions for each new student would still not equal the districts' current per-pupil expenditure, forcing them to come up with more local funds or cut services.

At Fort Bragg, for example, RAND estimates that the shortfall would be $308 per pupil. That means the Cumberland County school district could have to find an extra $1.4 million in its budget.

John Hudgins, superintendent of the Richland School District in South Carolina, estimated that his district's shortfall would be between $1.2 million and $1.5 million if it were forced to absorb the students attending school at nearby Fort Jackson.

"If we had to go to the local taxpayer for this, it would severely limit what we could do otherwise," Mr. Hudgins said. "We need the money for other things."

### Uncertainty of Aid

Moreover, many interested parties fear that the Congress could choose to cut impact-aid funding, worsening the situation of all districts dependent on it. The program does not have the broad-based political support enjoyed by programs like Chapter 1, which benefits a large number of schools in many Congressional districts.

"When you look at the disparity between what is authorized for impact aid and what is actually funded, you have to worry," Ms. Hickey said. "You can't blame the [local districts] for being reluctant. What are they going to get but more kids and no money?"

John Forkenbrock, executive director of the National Association of Federally Impacted Schools, said the organization has no position on the transfer issue. But he speculated that impact-aid funding might not rise to meet the additional burden if schools are transferred.

Given current pressure on the federal budget, transferring the base schools could increase the number of districts fighting for pieces of the same small pie, Mr. Forkenbrock said. He estimated that it would take an increase of $60 million to maintain current funding for impacted districts and also cover aid for the newly-eligible base schools.

One solution that will probably be considered by the Defense Department and the Congress is to guarantee large amounts of federal aid for districts accepting new military students and for needed repairs.

But local administrators are skeptical. "The federal government has a way of giving you some money the first year and then cutting it back," Mr. Hudgins said.

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# Rules on Audit Process Issued

*Continued from Page 16*

cept of "proportionality."

The reauthorization law states that the department can only recover an amount of money "proportionate" to the offense committed. This means that if a recipient uses only part of a grant improperly, or if the infraction is small, the entire amount would probably not be forfeited.

The law also bars recovery in cases where "an identifiable federal interest" has not been thwarted, thus protecting recipients who make minor technical mistakes.

If a school district accepted a grant to run a program in which 40 percent of the students were required to be limited-English-proficient, but only 35 percent qualified, for example, only the amount spent on ineligible children could be recovered.

The examples in its regulations indicate that the department will apply proportionality literally, however, determining mathematically what portion of a grant is subject to recovery.

Ms. ImObersteg said that she fears judges could rely on the published examples "as determinative of how a situation should be handled," even though, in her opinion, the conclusions in some are disputable.

In one example she noted, a Chapter 1 program uses federal funds to take eligible children to an amusement park, and is ordered to repay those funds because of the recreational nature of the activity. But, she noted, such trips have been found by some courts to be allowable uses of federal money in some instances.

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# Teachers Satisfied With Jobs, but Concerned About Pupils

*Continued from Page 5*

press their views about learning and instruction more generally.

A majority of those surveyed agree that the school's most important job is to teach reading, writing, and arithmetic. But most teachers also say the arts are as essential as the "three R's."

The teachers polled are evenly divided about whether every student should become fluent in a second language. And only about half say their school has effective instruction for students for whom English is not their first language.

More than 7 in 10 teachers say the instructional materials being used in their schools are appropriate, given their students' ethnic backgrounds, interests, and reading abilities. But a similar proportion agree that better use of technology would be an important way to give teachers more time for instruction. This view is particularly widespread among teachers in the South.

Finally, 63 percent of those surveyed say tracking students by ability is a useful way for schools to deal with diversity, despite research findings to the contrary.

### Three Recommendations

Based on the survey, Mr. Boyer concludes that the next phase of school reform must place a greater emphasis on the "human dimension" of schooling.

Elements of that emphasis, he writes, would include strengthening partnerships between the family and the school; focusing on the growing needs of students; and improving the working conditions of teachers.

In addition to presenting information about teachers' attitudes toward schools, the 106-page report provides state-by-state data on such topics as: public-school expenditures, teacher salaries, average years of experience, typical class size, and student-enrollment trends.

It does not contain some information included in previous Carnegie surveys of teachers published in 1983 and 1985—such as supply-and-demand trends for teachers and the performance of prospective teachers on college-entrance tests.

But the new survey provides instead an opportunity to compare teachers' attitudes on a state-by-state basis over a broad range of subjects. According to Carnegie officials, there are both "striking similarities and dramatic variations" in how teachers reply from one state to another.

Copies of the report, *The Conditions of Teaching: A State-by-State Analysis, 1988*, may be obtained by contacting Princeton University Press, 3175 Princeton Pike, Lawrenceville, N.J. 08648, or by calling (609) 896-1344. The price is $10.95 prepaid.

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# EDUCATION WEEK

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## Legal Settlement In Bilingual Case Hailed as Model

### *Pact Requires District To Find, Aid Dropouts*

**By Deborah L. Gold**

The Lowell, Mass., public schools have set in motion a comprehensive effort to aid students whose native language is not English, including an unusual plan to seek out and assist those who have dropped out of school.

The plan, part of a desegregation settlement that was expected to receive final federal-court approval this week, is being hailed as one of the nation's broadest attempts to help compensate for harm allegedly caused by insufficient bilingual services.

It is the product of months of negotiations between school officials and Hispanic and Southeast Asian parents who filed a class action against the school system in 1987.

The suit, *Hispanic Parents Advisory Council v. Kouloheras*, charged that the district unconstitutionally segregated limited-English-proficient students and failed to provide them with "appropriate and effective educational services." Such "inferior" programs, it alleged, were partly responsible for a disproportionately high dropout rate among minority students.

The settlement calls for more counseling and support services for language-minority students and their parents and stepped-up recruitment and training of bilingual staff members.

It also requires that the students be guaranteed equal access to all instructional programs, and it expands multicultural and "two-way" bilingual programs that teach

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## Education Issues Rank High On 101st Congress's Agenda

James K W Atherton The Washington Post

**House Speaker Jim Wright administers oath of office to new representatives.**

**By Julie A. Miller**

WASHINGTON—On the agenda this year for the 101st Congress are reauthorizations for the federal programs supporting vocational education, handicapped students, and school meals. Proposals to curb student-loan defaults, create a national youth-service program, and improve teacher education are also on the agenda, Congressional aides said last week.

In addition, President-elect George Bush comes to his new job bearing a load of education proposals he made during the campaign.

But the first education-related issue to be considered by the new Congress is likely to be child care, which was hotly debated and then dropped in the waning hours of the last session.

*Continued on Page 28*

## Minnesota's Education Leadership: Leitmotif for Policy Issues Looming

**By Lynn Olson**

Minnesotans, who pride themselves on their reputation for educational excellence and innovation, have much to mull over during this legislative season.

Gov. Rudy Perpich, who broke onto the national scene several years ago with far-reaching ideas for expanding parental choice in the public schools, now proposes to go one step further by enabling dropouts and "at risk" students to attend private nonreligious schools with full public funding.

"I believe choice is going to make more of an impact on improving education in Minnesota than anything that we have done previously," said Mr. Perpich in an interview last week.

But the popular Democrat, who is also chairman of the Education Commission of the States, has been shaken in recent weeks by a new report that decries Minnesota's lack of state-level leadership in education.

The report, issued late last month by the legislative auditor's office, concluded that the state's reputation for educational excel-

*Continued on Page 20*

## Districts Bracing for Shutdown, Scaling Back of 91 Military Bases

**By Reagan Walker**

School officials in districts near the 91 defense installations targeted by a federal commission for closings or severe cutbacks said last week that the financial implications of such a move would be devastating.

"If the proposal goes through, it could be disastrous for us," said David Kincaid, superintendent of the Adelanto School District in California. The district draws more than half of its enrollment from families associated with the George Air Force Base in Victorville, which is among those scheduled to be shut down.

Like other school chiefs in the affected areas, Mr. Kincaid has vowed to fight the move, which he estimates will cost his system—in federal impact aid, enrollment-tied state aid, and other considerations—up to $5 million of its $8-million annual budget.

But while these superintendents cling to an admittedly slim hope that the Congress will reject the commission recommendations, others are seeing a silver lining in the cost-savings plan.

"We are tickled to death," said Danny Mitchell, assistant superintendent of the Clovis, N.M., school district. The nearby Cannon Air Force Base is expected to gain more than 1,000 new military personnel in shifts associated with the base closings, he said. "We definitely anticipate growth."

In addition to closing or reducing the size of 11 major military bases and 80 other defense installations, the commission's plan calls for personnel shifts at 54 other bases.

In all, 58,500 military and civilian personnel would lose their jobs or be transferred. But there would be 37,850 new jobs

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## Freshman Group With Pell Grants At Record Low

### *Interest in Teaching Up, Annual Poll Finds*

**By Robert Rothman**

The proportion of college freshmen receiving federal student-aid grants has declined by more than half since 1980, an annual survey has found, and in 1988 reached its lowest level since the survey began 23 years ago.

In 1988, 15.6 percent of all freshmen received Pell Grants, which are available to students from lower-income families, compared with the peak level of 31.5 percent in 1980, it found.

The decline in participation in Pell Grants and other federal student-aid programs has been accompanied by an increasing reliance on family contributions and institutional scholarships, according to Alexander W. Astin, the survey's director. That change, he said, reflects the Reagan Administration's efforts to shift the burden of financing college away from taxpayers.

"The federal government has, in effect, cut back on most of the financial-aid programs intended to help college students from low- and middle-income families," said Mr. Astin, professor of higher education at the University of California at Los Angeles. "The burden of paying for college has shifted increasingly to students, their families, and the nation's colleges and universities."

The survey, conducted by the Cooperative Institutional Research Program, a joint project of U.C.L.A. and the American Council on Education, is based on responses from 222,296 students at 402 two- and four-year colleges and universities. The results have been statistically weighted to reflect the responses of the 1.6 million students entering college as freshmen in the fall of 1988.

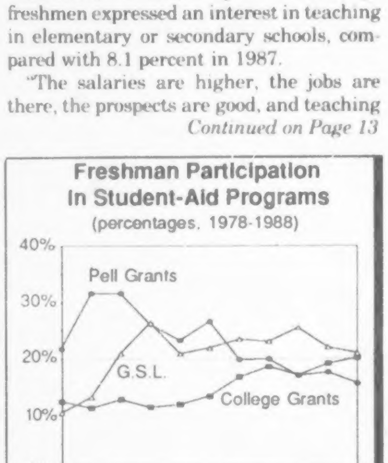
The survey also suggested that the rise in students' interest in teaching careers that has been evident since the school-reform movement began in 1983 has continued.

In 1988, it found, 8.8 percent of college freshmen expressed an interest in teaching in elementary or secondary schools, compared with 8.1 percent in 1987.

"The salaries are higher, the jobs are there, the prospects are good, and teaching

*Continued on Page 13*

**Freshman Participation In Student-Aid Programs**
(percentages, 1978-1988)



SOURCE: American Council on Education/U.C.L.A.

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## IN SUMMARY

**New York Probe Launched**
Mayor Edward I. Koch of New York has appointed a five-member panel to investigate the drug and corruption scandals that have rocked the nation's largest school system in recent months. **Page 7.**

**Teacher-Bias Dispute**
A Maryland school board may decide this week whether to fight the U.S. Justice Department's demand that it stop transferring teachers to maintain racial balance in school faculties. **Page 7.**

**Economic Ignorance Deplored**
High-school students' lack of understanding of economic concepts poses a long-term threat to the nation's prosperity, says a group of education and business leaders. **Page 8.**

**Advancing Minorities**
A record number of minority high-school students took Advanced Placement tests last year, and the percentage of those who passed the tests grew rapidly, according to the College Board. **Page 9.**

**Children's Rights Protections**
A United Nations subcommittee has adopted a draft proposal committing countries to protecting the human rights of children—including their 'basic' right to an education. **Page 9.**

**School-Finance Fights**
Judges in West Virginia and Texas have added more fuel to the fire in the states' continuing battles over the equalization of school revenues between rich and poor districts. **Page 15.**

**Chapter 1 Rules Questioned**
New rules for the Chapter 1 compensatory-education program have generated heated reactions, particularly over a provision allowing states to intervene in poor-performing programs. **Page 22.**

**Holocaust Course Rebuffed**
Despite a plea from members of the Congress, Education Secretary Lauro F. Cavazos has reaffirmed his department's decision not to fund a controversial curriculum on the Holocaust. **Page 23.**

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# ACROSS THE NATION

## STATES

### East St. Louis Money Woes Spur State Action, Firing

Leroy J. Ducksworth was fired as superintendent of the East St. Louis public school system last month, four days after the Illinois Board of Education voted to require the district to resolve recurring budget shortfalls.

In moving to dismiss Mr. Ducksworth, the East St. Louis school board cited his failure to balance the district's budget, which is projected to exceed revenues for the second straight year.

East St. Louis, the fourth-largest district in Illinois, was among eight districts required by the state board to submit within 45 days a plan for balancing their budgets.

The action is the first being taken by the board under a 1981 law allowing the withholding of funds from districts that do not adopt sound fiscal-recovery plans.

Lee Milner, a spokesman for the state board, said a number of other districts probably would be the target of similar actions. Many Illinois districts, he said, are facing more serious long-term financial problems due to such factors as inadequate state financial support and voters' increasing reluctance to approve local school-tax measures.

■ **Parents will be able to resell their tuition-guarantee certificates if their child chooses to enroll in another college,** under Indiana University's new advance-payment tuition plan.

In other such programs, parents lose the value of their investment if the child does not attend a specific institution.

The university is selling certificates redeemable as credit-hours up to 22 years in the future. The certificates, which went on sale last month, cost the current rate of $62.90 per credit-hour, plus 6 percent for administrative costs. The minimum purchase is for 15 credit-hours, or about one semester.

The university has also established a secondary market where parents whose children choose to go to another school can sell certificates and recoup their investment.

Out-of-state residents may purchase the certificates, but they will be worth only the tuition charge for in-state residents. Out-of-state students using certificates must pay the difference between in-state and out-of-state rates.

■ **Texas school districts must notify teachers working under continuing contracts of their salary level by Aug. 1 of each year,** the state supreme court has ruled.

School districts frequently required teachers to sign continuing contracts with unspecified salary levels, according to Brad Ritter, a spokesman for the Texas State Teachers Association.

Teachers from the Lumberton Independent School District had filed suit to bar the practice, after the school board had them sign blank contracts and later reduced their salaries because a mistake in calculating state aid left the district short of revenue.

Officials said the case would affect an estimated 100,000 teachers who work under continuing contracts offered by 200 of the state's 1,061 districts.

■ **Oregon's state board has given its approval to a controversial "nuclear-age-education" curriculum.**

The curriculum includes discussions of the arms race and methods of international communication. The legislature mandated development of the lessons in 1987, but did not require school districts to use them.

The curriculum has been criticized as "anti-defense" by the Citizens Defense Education Committee. But Richard M. LaTour, who helped to develop the project, said he believed it was impartial because "we were accused on both ends of the scale of being out of balance."

■ **Connecticut's five technical colleges would merge with the state's two-year-college system,** under a proposal before the board of governors of higher education.

The proposal, contained in a study mandated by the legislature, is aimed at reducing costs at the institutions, which have been plagued by declining enrollments and rising costs. Since 1982, the technical colleges' enrollments have dropped by 40 percent, while the cost per pupil has tripled.

Alternatively, the study suggested, the state could maintain the current structure, while basing funding on enrollment, or could create incentives for the institutions to compete with the community colleges for new programs.

In light of the state's worsening budget deficit, officials may favor a merger, according to a spokesman for the board.

■ **New York State must provide a retarded and deaf 21-year-old an additional 18 months of instruction** to make up for school time lost while his parents and school and state officials argued over his educational placement, a federal court has ruled.

Under federal law, the state's obligation to educate Clifford Burr expired last month, when he turned 21. But the U.S. Court of Appeals for the Second Circuit ruled that Mr. Burr must be educated through June 1990.

■ **The state's guidelines for home schooling are constitutional,** the Maine Supreme Court has ruled.

The court rejected the contention of two home-schooling parents that such standards were an unconstitutional infringement of their religion.

Richard Card, deputy commissioner of education, said the ruling upheld "the state's compelling interest in the education of children in the state."

But Michael Smith, vice president of the Home School Legal Defense Association, said the decision still left the door open to a future challenge to the guidelines.

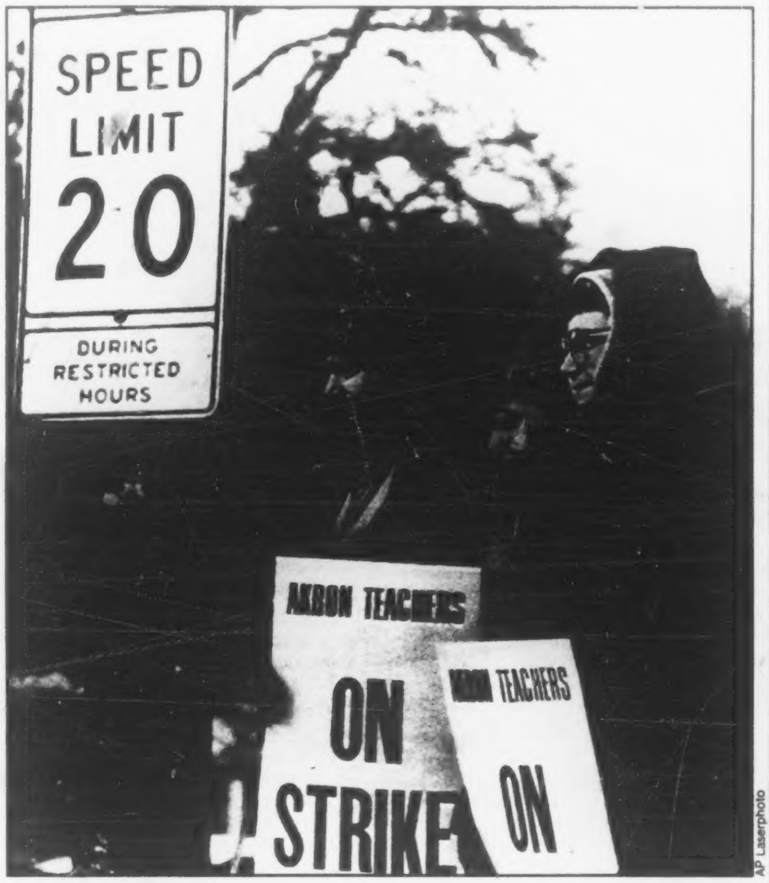
■ **Pennsylvania must give children a chance to prove that they are state residents eligible for a free education,** a federal judge has ruled.

Chief District Judge Emeritus Joseph S. Lord 3rd ruled last month that a boy who was sent by his New York parents to a private psychiatric facility in Pennsylvania should have been allowed to show that he was a Pennsylvania resident.

"The principle that will [transcend] this particular situation is that children can establish residences outside of their parents' homes," said Theresa Glennon, an attorney for the Education Law Center, which filed a class action suit on behalf of the youth.

The state has appealed the decision, Ms. Glennon said.

### *Strike One*



AP Laserphoto

**Three Akron, Ohio, teachers spend a frosty morning on the picket line outside an elementary school. Some 2,000 city teachers launched their first strike ever against the school system after contract negotiations broke down on Jan. 4.**

## DISTRICTS

### U.S. Appeals Court Rules Against Glass Booth for AIDS Student

The U.S. Court of Appeals for the 11th Circuit has overturned a lower-court order that Eliana Martinez, a 7-year-old mentally retarded AIDS victim enrolled in a Tampa, Fla., school, be kept in a glass booth, separated from other children, until she was toilet-trained.

In a decision with national implications, the court ruled that school districts must prove that students with AIDS pose "a significant risk" to others before they can be excluded from the classroom.

The lower court had relied on testimony that the student posed "a remote and theorical" threat of transmitting the disease to others, the appeals court found. Most experts believe that AIDS is transmitted only through the exchange of bodily fluids during sexual contact, intravenous drug use, or blood transfusions.

The ruling "has established for the first time that a child cannot be excluded from the classroom unless the school district proves there is a significant risk," said Stephen Hanlon, attorney for the child and her adoptive mother. Under a "significant-risk" standard, very few students infected with the virus would be excluded from the classroom, said Mr. Hanlon, who added that a number of similar cases are currently before other federal appeals courts.

■ **Talented minority students in Bridgeport, Conn., will receive scholarships to attend the University of Bridgeport if they promise to return to the school system to teach,** under a program established by the General Electric Foundation.

A donation of $250,000 will provide support for four or five students each year, according to James A. Connelly, superintendent of the Bridgeport schools.

Mr. Connelly said the program will be largely a "symbolic" step towards overcoming the severe problems the district, like many others around the country, has faced in hiring minority teachers.

The G.E. Teaching Scholars Program also will seek to interest local high-school students in teaching.

■ **"Apparent confusion or ambivalence at the highest levels" has hindered implementation of San Francisco's six-year-old school-desegregation plan,** according to a new report.

The report found that insufficient academic improvements had been made at three low-performing middle schools that were designated for special programs by a consent decree approved by the federal courts in 1982.

School officials responded by citing improvements in student test scores in those schools since the plan was implemented.

The court-ordered evaluation was written by James Guthrie, an education professor at the University of California at Berkeley.

U.S. District Judge William Orrick must decide whether to extend or modify the district's desegregation plan before it expires in June.

■ **Building projects in Boston's proposed Midtown Cultural District will have to include day-care facilities for tenants,** under a plan being considered by the Boston Redevelopment Authority.

The plan initially would create 611 day-care slots in the proposed complex of offices, retail shops, housing, and cultural facilities spanning 28 blocks in downtown Boston.

Developers would be required to provide centers of from 4,000 to 12,000 square feet, depending on the size of the building.

Some developers have maintained that the requirements would be an unfair burden.

But, according to Kristen McCormack, the B.R.A.'s director of development for the Midtown Cultural District, "most developers are enlightened enough to know that it is in their self-interest to provide day-care facilities in their buildings."

The day-care standard is similar to one in effect in San Francisco.

■ **More than half of Philadelphia public-school students with health problems are not getting medical care,** according to statistics collected by the district.

The data showed that 53 percent of the 4,272 public-school students and 43 percent of the 885 parochial-school students who were diagnosed by school-health personnel at the beginning of the 1987-88 year as having mild to severe ailments—such as heart murmurs, breast cysts, and upper-respiratory infections—had failed to get medical help by June 1988.

Nearly half of the public-school students and more than one-third of the parochial-school students who were diagnosed as having a vision problem did not receive follow-up care.

■ **Chicago and Cleveland have joined a growing number of other urban districts in banning "beepers."**

The Chicago City Council last month unanimously approved an ordinance prohibiting electronic paging devices in both public and private schools. The school board had already banned beepers, which are often used by students engaged in drug sales. The city ordinance establishes a fine of up to $500.

The Cleveland board of education also adopted an anti-beeper policy last month.

More than 50 major districts across the country have similar bans, including Miami, Philadelphia, Houston, Baltimore, San Diego, and Washington.

## DIMENSIONS

### Rising Applications, Falling Enrollments

**Students are submitting substantially more applications to colleges and universities than in past years, a new survey by the College Board suggests.**

**Since 1980, the total number of applications to four-year institutions has risen by nearly 16 percent, even as the average number of freshmen has fallen by 2.1 percent.**

**Many guidance and admissions counselors have expressed concern about the growth of "applicationitis," in which students may submit dozens of applications, often to schools at which they have no realistic chance of being accepted.**

**The figures on applications are contained in a broad survey of higher-education enrollments, finances, and achievement conducted by the New York-based association.**

Copies of *Summary Statistics: Annual Survey of Colleges, 1988-89* are available for $25 each from College Board Publications, Box 886, New York, N.Y. 10101-0886.

| | All 4-year Colleges | Public (Doctoral Granting) | Private (Doctoral Granting) | Private (Liberal Arts) |
|---|---|---|---|---|
| **Average freshmen enrollment, 1987** | **737** | **2,564** | **1,048** | **355** |
| **Percent change, 1980-87** | **-2.1** | **-1.5** | **2.6** | **0.6** |
| Average number of applicants, 1987 | 2,532 | 7,884 | 5,677 | 1,485 |
| Percent change, 1980-87 | 15.9 | 21.5 | 17.5 | 20.7 |
| **Percent of applicants accepted, 1987** | **62.2** | **67.7** | **48.2** | **59.7** |
| **Percent change, 1980-87** | **-3.4** | **-6.2** | **-2.7** | **-2.2** |
| Percent of those accepted who enroll, 1987 | 48.6 | 51.5 | 43.8 | 41.7 |
| Percent change, 1980-87 | -4.3 | -5.7 | -3.0 | -5.4 |

## UPDATE

■ **Services for Asian students in Philadelphia would be improved** under a plan adopted by the school board.

The new program was required by a consent decree that the district entered into last spring to resolve litigation brought on behalf of Asian students. *(See Education Week, March 9, 1988.)*

The plan calls for spending of about $200,000 during the current school year to revamp testing and instructional programs for Asian students and to improve communications with non-English-speaking parents.

The plan, which requires court approval, also calls for the district next year to spend $900,000 on such efforts, including the hiring of additional staff members fluent in Asian languages.

■ **Two Indiana high schools can require students who want to participate in extracurricular activities to submit to drug testing**, a federal appeals court has ruled.

The decision by a three-judge panel of the U.S. Court of Appeals for the Seventh Circuit supported a federal district judge's finding last February that the policy did not violate students' Fourth Amendment right to be free from unreasonable searches. *(See Education Week, Feb. 17, 1988.)*

Lawyers for the students who filed the suit said they would appeal the decision.

Meanwhile, a federal district judge in Texas has issued an order barring the East Chambers County Consolidated School District from implementing a similar drug-testing requirement for junior- and senior-high-school athletes. An April 3 hearing has been set in that case.

■ **Carter High School has won the coveted championship of Texas high-school football,** despite continuing controversy over the academic eligibility of one of its players.

The Dallas team won the state 5A football tournament after the Texas Court of Appeals rejected a request from the University Interscholastic League, the governing body of high-school sports, to exclude it.

State Commissioner of Education William N. Kirby had ruled in November that the team's star running back was ineligible under the state's "no-pass, no-play" law because he had failed algebra.

The Dallas district, contending Mr. Kirby lacked the authority to make such a determination, successfully sued the state last month, prompting the Texas Education Agency to file an appeal. *(See Education Week, Dec. 14, 1988.)*

■ **Los Angeles teachers have ended their two-month boycott of administrative duties associated with statewide testing of high-school seniors.**

Officials of United Teachers-Los Angeles had announced in October that they would refuse to administer any standardized tests because, they claimed, district officials had unjustly accused them of tampering with previous tests. As a result, district officials canceled a scheduled administration of the Comprehensive Test of Basic Skills. *(See Education Week, Nov. 2, 1988.)*

After state officials warned that the district would lose aid if it did not administer the California Assessment Program, however, district officials and teachers reached an agreement to allow the test to take place. Under the accord, Superintendent Leonard Britton said again that he had not intended to accuse the teachers of tampering, and the two sides drew up new procedures to strengthen test security.

In a separate protest, teachers are continuing to boycott "unpaid, uneducational" duties as a result of stalled contract negotiations over salaries and benefits.

■ **The former head of maintenance and custodians for the Jersey City school system has been convicted of extortion and tax evasion.**

A federal district judge in Trenton last month sentenced William J. Fisher to 55 years in prison and more than $500,000 in fines, according to First Assistant U.S. Attorney Michael Chertoff.

Mr. Fisher was accused of extorting kickbacks from a welder doing work for the district, as well as extorting about $1,000 in electrical equipment from a contractor.

The district is currently embroiled in court battle to block a takeover attempt by state officials, who claim that the school system is fraught with corruption, patronage, and financial misdealings. *(See Education Week, June 1, 1988.)*

■ **Georgia kindergartners will continue to have to take standardized tests in order to be promoted to 1st grade,** the state board of education has decided.

The tests, which were first administered last spring, had come under fire from some educators, who said they pressure kindergarten teachers to stress paper-and-pencil skills over more appropriate hands-on learning. *(See Education Week, March 2, 1988.)*

Despite those concerns, the board agreed last month to spend up to $225,000 next year on the program, which requires kindergartners to take a test of their ability to recognize letters, objects, sounds, and mathematical concepts.

Diane Cousineau, an analyst for the legislature, said representatives of the governor's office and a panel of experts were drafting recommendations for broader assessments and alternative programs for failing kindergarten students.

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# Defense Officials Oppose Transfer Of Base Schools

## *Politics, Logistics Said To Weigh Against Shift*

By Julie A. Miller

WASHINGTON—The Pentagon has informed Congressional leaders that it does not want to act on a controversial plan to transfer the responsibility for some 37,000 students who now attend schools on military bases to nearby public-school districts.

In a Dec. 30 letter to key lawmakers, Deputy Secretary of Defense William H. Taft 4th cited political and logistical problems that he said would preclude an "amicable transfer of our students at this time."

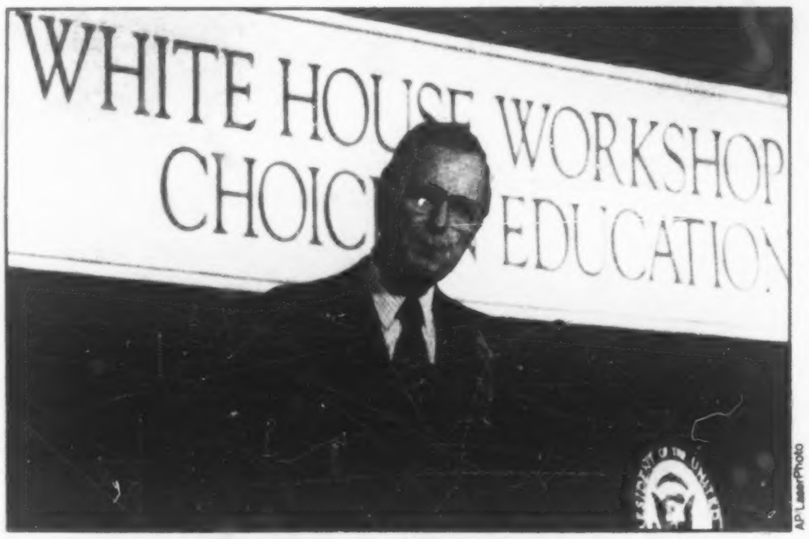
The Congress in 1986 had pressed the Defense Department to consider such a move as a means of achieving a savings in the military budget. It was unclear last week whether there will be any interest in the new Congress in forcing the issue over the department's opposition.

"While the specific circumstances for each location vary," the Defense official wrote, "I have concluded that the strong opposition of the local communities that would have to absorb our students, the grave concerns of our military parents that transfers would compromise the quality of their children's education, and the substantial economic, logistics, and personnel problems associated with transfers prevent the amicable transfer of our students at this time."

"The vast majority of these minor dependents are elementary-school children who are transient and constantly uprooted due

*Continued on Page 25*

# Parley on 'Choice,' Final Budget Mark Transition



AP LaserPhoto

**President-elect Bush and President Reagan addressed White House gathering last week.**

## Bush Pledges His Support For Choice, But Is Mum On Private-School Option

By William Snider

WASHINGTON—President-elect George Bush last week signaled that public-school choice would be a high priority in his Administration, saying that expanding parents' right to choose public schools is a "national imperative."

"I intend to provide every feasible assistance—financial and otherwise—to states and districts interested in further experiments with choice plans or other valuable reforms," Mr. Bush said in a speech that provided an early glimpse of the education-policy objectives of the new Administration.

His remarks were made before an unpar-

*Continued on Page 24*

# Budget Projects Little Growth but Many Funding Shifts

By Julie A. Miller

WASHINGTON—President Reagan's 1990 budget proposal, his last, includes a $9.4-million increase for the Education Department.

In a $1.15-trillion budget plan, that is a tiny amount. But the fiscal blueprint released last week is only the third of Reagan's annual proposals not to propose an overall cut in education spending. The other two were released in the Presidential election years of 1984 and 1988.

The proposal looks good in comparison with previous Reagan budgets, said Susan Frost, executive director of the Committee for Education Funding. When inflation is taken into account, however, it represents "an actual cut of at least 4 percent," she stressed.

"If you look at it in terms of what you would expect of an education President, essentially freezing the budget at last year's level is not anybody's definition of investing further resources in education," she said, referring to President-elect George Bush's vow to be the "education President."

The 1990 budget proposes elimination of 25 education programs—almost all of them ones the Administration has previously sought without success to zero out—and shifts about $750 million of the resulting savings to other initiatives.

The programs slated for elimination include Star Schools, contributions to the Perkins Loan fund, dropout demonstration grants, workplace-literacy grants, and several small scholarship programs.

The Administration also repeated its proposal to eliminate impact-aid payments for "b" students, whose parents either live or

*Continued on Page 19*

# 2 Kentucky Districts Deemed 'Deficient,' Face State Takeover

By Reagan Walker

The Kentucky Board of Education last week invoked for the first time the full powers of a 1984 state law that was one of the first in the nation to allow state intervention in local districts deemed to be failing academically.

The Kentucky law, which came to be associated with the term "academic bankruptcy" although it does not use the words, permits state officials to intervene in the affairs of a school system following a finding that the system is "educationally deficient" on specific measures of performance.

The state board's action—affecting the Floyd County and Whitley County school districts—sets in motion an intensive yearlong review of the two districts' operations by an assigned team of state evaluators.

The state team has broad authority under the law to oversee, and modify if neces-

*Continued on Page 14*

# *In Wake of Soviet Earthquake, Experts Call For 'Seismically Resistant' Schools in U.S.*

By Ellen Flax

When the earth began to tremble in Soviet Armenia last month, the schools could offer no protection.

Of the approximately 25,000 who died in the republic's devastating mid-day earthquake, a disproportionate number were children crushed by poorly constructed and unreinforced school buildings.

And U.S. experts say that though school officials here can take some comfort in the fact that their facilities are generally better constructed than those in Armenia, they should not assume—as many do—that a similar tragedy could not happen in their district.

Seismologists stress that damaging earthquakes could occur in virtually all parts of the country during the next several decades. According to the Federal Emergency Management Agency, more than 70 million people in 44 states are at some risk.

Yet, with the exception of California and a few communities in other states, the precautions being taken in terms of building requirements and personnel training is

*Continued on Page 7*

## Also in the news

**Lawmakers Rank Priorities**

Accountability and the problems of children at risk will be high on state education agendas, a survey shows.

**8**

**Governors Offer Ideas**

Statewide "choice" plans and taxes to fund reform are among the options backed in State of the State Messages.

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WHITE HOUS
WORK SHOP ON
CHOICE IN
EDUCATION
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## Transfer of Power

**Inauguration week** will include roles for teachers, students. **5**

**Bennett returns** as nation's first "drug czar." **16**

**Environmental education** urged as Bush priority. **16**

**On Capitol Hill,** two key signs of continuity. **17**

**The Reagan years assessed:** a special section. **26**

## IN SUMMARY

**Detroit Catholic Schools**
Roman Catholic officials in Detroit have announced that they want to keep open the 5 schools operated by parishes that are among the 30 slated for closing later this year **Page 4.**

**Pushing 'Information Literacy'**
Schools must do more to help students learn to use the flood of information available through new technologies, an American Library Association panel says. **Page 6.**

**Dixie Reform Drive**
Groups in South Carolina, North Carolina, and Arkansas have called for a major infusion of new funds to maintain the momentum behind their states' school-reform drives. **Page 10.**

**Close Call for Illinois**
A U.S. Supreme Court decision upholding an Illinois tax on interstate telephone calls has averted a major shortfall in the state budget that could have harmed school finances. **Page 10.**

**Sharing School Technology**
Governor W. Booth Gardner of Washington has called for creation of a clearinghouse on educational technology to help school districts harness the private sector's expertise. **Page 11.**

**California School Crime Decried**
Educators and other officials have failed to provide the safe learning environment in the schools guaranteed by the state constitution, a commission has charged. **Page 11.**

**Capitol Hill's Education Veterans**
John F. Jennings and David Evans, long-time aides to the House and Senate education panels, provide continuity amid Washington's political upheavals. **Page 17.**

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# ACROSS THE NATION

## NATIONAL

### Business Said More Aggressive In Promoting School Improvement

The business community appears to be taking a more aggressive role in promoting improvements in the schools, according to a new report by the Conference Board.

Growing concern about the workforce of the future and the slow pace of educational change has spurred businesses to become more involved, the report argues.

Among the developments it cites are:

- Growing dissatisfaction with existing business/education partnerships.
- More frequent meetings of local business groups to assess the economic impact of educational problems and to assist in community planning efforts.
- More involvement by business groups and individual companies in promoting education policy in the legislatures.
- Greater business attention to the quality of local schools, as manifested in speeches and statements of company policy.
- Broadening membership in local partnerships and coalitions.

The report also details business/education programs in Westchester County, N.Y.; Houston; Seattle; Detroit; and Arizona.

Copies of "Beyond Business/Education Partnerships: The Business Experience" are available for $45 each from the Conference Board Inc., 845 Third Ave., New York, N.Y. 10022.

■ **Gulf + Western Inc., the owner of Simon & Schuster Inc., a leading textbook publisher, has purchased National Publishers, a producer of vocational books.**

The terms of the transaction, the latest chapter in the continuing consolidation of the educational-publishing industry, were not disclosed.

The deal is expected to expand the range of vocational products offered by Simon & Schuster's Prentice Hall college, technical, and reference division. National Publishers, based in Elmsford, N.Y., produces training books for the travel and medical-services professions, for use in private technical schools and in occupational high schools.

## DISTRICTS

### Federal Judge Upholds Restrictions On Religious Books in Classroom

A federal judge has upheld a Winchester, Colo., principal's decision to require a 5th-grade teacher to remove religious-oriented books from a classroom library and a Bible from his desk.

Kenneth Roberts of the Berkeley Gardens Elementary School had argued that the principal's action violated his First Amendment rights. The books were only part of a library available to students during a daily silent-reading period, he insisted, and were not used for religious purposes. Mr. Roberts often read the Bible to himself during that period.

But Chief Judge Sherman G. Finesilver of the U.S. District Court for the District of Colorado cited the books' potential effects on "impressionable" youths in denying the teacher's claim.

"In the instant case," he wrote, "we must balance Roberts' right to free speech against his students' right to be free of religious influence or indoctrination in the classroom."

"We find that the balance lies in the students' favor," Judge Finesilver continued. "Notwithstanding Roberts' arguments to the contrary, 5th-grade students are vulnerable to the examples set by their teachers."

A spokesman for Concerned Women for America, a Washington-based group that represented Mr. Roberts, said last week that it has filed an appeal.

### Appeals Panel Rules Against Pre-Game Public Prayers

Even when given by lay persons, religious invocations before high-school football games are unconstitutional, a three-judge panel of the U.S. Court of Appeals for the 11th Circuit has ruled.

Doug Jager, a freshman member of a school band, in 1985 challenged the Douglas County, Ga., school system's policy of opening football games with a public prayer.

Mr. Jager, who calls himself an agnostic, was lectured by the band director about Christianity after he complained to school officials. With the help of the American Civil Liberties Union, he and his father then sued the school system.

A federal court in 1987 banned prayers led by members of the clergy, but allowed those led by others.

But the appeals panel rejected those prayers as well, arguing that the district policy was "unconstitutional because it has a religious purpose and a primary effect of advancing religion." The court said the district wrongly rejected the alternative of a secular pregame speech.

■ **A Mobile, Ala., high-school cheerleader who was partially paralyzed by a fall on a concrete floor during practice will get a $2.1-million insurance settlement.**

Angie McAll, now an 18-year-old college freshman, in 1987 was attempting a back flip onto the shoulders of another cheerleader. Her back was broken and her spinal cord injured, leaving her a paraplegic, according to her attorney, Robert Cunningham.

The school board allowed dangerous cheerleading moves without mats or spotters, Ms. McAll charged in a lawsuit.

The school board's insurance company will pay $100,000, while insurance companies for the teacher supervising the cheerleaders and the former principal at Murphy High School will pay $1 million each.

■ **Kindergartners in suburban Minneapolis would attend classes in space donated by the developer of a massive new business center,** under a proposal by the Wayzata school district.

School officials have called for housing an "integrated program" of preschool, kindergarten, and parenting classes in a 285-acre development that is expected to employ as many as 20,000 people.

James W. Brandl, community-education-service director for the district, said he suggested the concept to Superintendent David Landswerk two years ago, after reading about a similar program in Miami.

The Trammell Crow Company, developers of the new Carlson Center, has not yet agreed to the proposal. If it does, Mr. Brandl

## *Radio Imbroglio*

It is the sort of battle that begs to be cast in David-and-Goliath terms: a tiny radio station run by high-school students faces near-extinction at the hands of a giant media conglomerate.

At least, that is the way it seems to people at Piper High School in Sunrise, Fla., who since 1983 have operated a 3,000-watt, "progressive-rock" FM station, WKPX.

When the station applied to the Federal Communications Commission for a long-term broadcast license this summer, it quickly ran into opposition from CBS, Inc., which had bought a Miami-based television outlet, WCIX, not long before.

CBS
WKPX
P. Steiner

The problem, say CBS officials, is that WKPX's radio signal interferes with WCIX's audio transmission. Viewers near the school receive the right picture, they say, but can hear only the radio broadcast.

Peter Gutman, a Washington lawyer representing the high-school station, says most of the interference problems were resolved back in 1983. Still, he concedes, it is simply "a law of physics that there will be some interference" in the vicinity of the school.

A big company like CBS should have known that when it bought the television station, Mr. Gutman adds.

"We're not looking to shut down the station as an educational tool for students," insists WCIX's promotions and marketing manager, Steve Weisberg.

Instead, CBS has suggested that WKPX could be assigned another frequency or have its wattage reduced significantly, or students could broadcast through a public-address system heard only on school grounds, he explains.

None of those ideas is acceptable to WKPX. "CBS thinks they're being constructive, but their suggestions are so unappealing as to be worthless," says Mr. Gutman.

"We're not merely a training facility," Mr. Gutman argues. Other community residents air their own broadcasts on weekends and holidays, and the station has developed a large public following.

The case is currently awaiting a decision by the F.C.C. —J.W.

# Budget Has Mixed Message For Other School Programs

**By Robert Rothman and Julie A. Miller**

WASHINGTON—Some of the education-related programs outside the Education Department fared better in President Reagan's final budget request than many of those within it.

A number of other programs, however, including school lunch, juvenile justice, and school asbestos abatement, were slated for cuts or elimination.

Mr. Reagan kept his pledge to seek a doubling of the National Science Foundation budget by 1992. But he sought a smaller increase for the agency's education programs than for its other initiatives.

As part of his $2.15-billion request for the foundation, the President asked for $190 million for support of science and engineering education—a jump of 11 percent over current funding.

Despite Congressional sentiment for boosting the foundation's commitment to precollegiate education, Mr. Reagan's budget plan seeks a smaller hike in K-12 spending than advocates had hoped for. It calls for an increase of 8.4 percent—to $129 million—for K-12 programs, compared with a 22 percent increase for graduate fellowships.

Erich Bloch, the N.S.F.'s director, said the agency sought relatively modest increases for education programs this year because that part of the budget had already nearly doubled, from $99 million, since 1987.

He also argued that programs aimed at strengthening the nation's "pipeline" of scientific expertise should address the needs of students at all levels, including undergraduate and graduate students.

Mr. Bloch said the agency's plans for the increased funds included supporting the development of middle-school mathematics curricula and doubling, to four, the number of regional centers that focus on science and engineering education for minorities.

### Familiar Proposals

Other education-related budget requests ask for changes that have been sought by the Administration before and rejected or ignored by the Congress.

Most notably, Mr. Reagan has again urged lawmakers to alter the school-lunch and breakfast programs so that schools would receive no subsidy for meals served to children whose families have incomes above 185 percent of the poverty level.

Elimination of "upper-income meal subsidies," the budget documents noted, would save $1 billion next year.

Mr. Reagan has made this proposal several times since 1985, when the Congress restored similar cuts made in 1981.

The plan also calls for applying the same income guidelines to family-run day-care centers, where children can now get free meals regardless of their own family's income.

It also repeats a proposal, twice rejected by the Congress, to amend the summer-youth portion of the Job Training Partnership Act to allow local organizations to provide comprehensive, year-round services to disadvantaged youths.

The budget calls for a modest increase for the J.T.P.A., but requests only level funding for the summer-youth initiative.

As it has every year, the Administration proposed eliminating the Justice Department's juvenile-justice program, and requested no funds for grants to school districts facing asbestos-abatement bills.

The juvenile-justice program funds the National School Safety Center and alternative-education services for children with behavioral disorders, as well as a variety of undertakings more directly related to youthful offenders.

The Administration argues that the program, which received $64.7 million in 1989, has served its original purpose of helping to remove juveniles from adult jails. The Congress disagreed with that assessment last year, however, when it reauthorized such efforts.

The asbestos-abatement program, which was funded at $47 million last year, pays for projects that should be the responsibility of local officials, the Administration has repeatedly argued.

The budget calls for $6.4 million to implement the asbestos-abatement law, but requests no money for grants to schools.

### Head Start

The Reagan budget calls for $1.2 billion for Head Start, the same amount as in 1989. President-elect George Bush has proposed "full funding" for the program to enable it to reach all eligible children.

The budget requests level funding for a new effort to aid "comprehensive child-development centers" that provide a variety of educational and social services. The program, enacted last year, is modeled after Chicago's Beethoven Project.

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## DATABANK

# President Reagan's 1990 Budget for Education

*(in thousands)*

| | FY 1988 Comparable | FY 1989 Administration Request | FY 1989 Appropriation | FY 1990 Administration Request |
|---|---|---|---|---|
| **COMPENSATORY EDUCATION FOR THE DISADVANTAGED** | | | | |
| Grants for the Disadvantaged (Chapter 1): | | | | |
| Grants to local educational agencies: | | | | |
| Basic grants | $3,829,600 | $3,900,000 | $3,853,200 | 3,900,000 |
| Concentration grants | — | 158,365 | 172,900 | 262,988 |
| Capital expenses | — | — | 19,760 | 19,760 |
| Even start | — | — | 14,820 | 14,820 |
| State agency programs: | | | | |
| Migrant | 269,029 | 269,029 | 271,700 | 280,938 |
| Handicapped | 151,269 | 151,269 | 148,200 | 148,200 |
| Neglected and delinquent | 32,552 | 32,616 | 31,616 | 34,778 |
| State administration | 38,296 | 42,050 | 40,508 | 40,508 |
| State program improvement | — | 4,755 | 5,686 | 7,557 |
| Evaluation and technical assistance | 7,181 | 8,000 | 7,904 | 12,000 |
| Rural educational opportunities | — | — | 3,952 | — |
| **Total, Chapter 1** | **4,327,927** | **4,566,084** | **4,570,246** | **4,721,540** |
| **Migrant education:** | | | | |
| **High-school equivalency program** | **7,276** | **—** | **7,410** | **7,410** |
| **College assistance migrant program** | **1,340** | **—** | **1,482** | **1,482** |
| **TOTAL** | **4,336,543** | **4,566,084** | **4,579,138** | **4,730,441** |
| **IMPACT AID** | | | | |
| Maintenance and operations: | | | | |
| Payments for "a" children | 536,144 | 547,000 | 558,220 | 578,316 |
| Payments for "b" children | 134,036 | — | 135,356 | — |
| Payments for federal property (Section 2) | 15,318 | 10,000 | 14,820 | 15,354 |
| Disaster assistance (Section 7) | — | 10,000 | — | 10,000 |
| Construction | 22,978 | 25,000 | 24,700 | 25,590 |
| **TOTAL** | **708,476** | **592,000** | **733,096** | **629,260** |
| **SCHOOL IMPROVEMENT PROGRAMS** | | | | |
| Educational improvement partnerships (Chapter 2): | | | | |
| **State block grants** | **478,700** | **540,500** | **462,977** | **478,718** |
| **National programs:** | | | | |
| **Inexpensive book distribution (including RIF)** | **7,659** | **8,200** | **8,398** | **8,684** |
| **Arts in education** | **3,315** | **3,500** | **3,458** | **3,582** |
| **Law-related education** | **3,830** | **3,200** | **3,952** | **3,952** |
| **National Diffusion Network** | **10,244** | **11,200** | **11,066** | **11,200** |
| **Blue-ribbon schools** | **—** | **900** | **889** | **1,100** |
| **Total, Chapter 2** | **503,748** | **567,500** | **490,740**[1] | **507,236** |
| Fund for innovation in education[2] | 4,691 | 4,570 | 11,150 | 15,678 |
| Drug-free schools and communities: | | | | |
| State grants | 191,480 | 207,000 | 287,730[3] | 297,513 |
| Teacher training | N/A | N/A | 7,000[3] | 7,238 |
| National programs | 38,296 | 43,000 | 59,770[3] | 61,802 |
| Other School Improvement Programs: | | | | |
| Christa McAuliffe fellowships | 1,915 | 1,915 | 1,892 | 1,956 |
| Mathematics and science education | 119,675 | 119,675 | 137,332 | 142,001 |
| Training and advisory services (Civil Rights IV-A) | 23,456 | 23,456 | 23,443 | 23,443 |
| Follow through | 7,133 | — | 7,262 | — |
| Territorial teacher training | 1,915 | 1,915 | 1,976 | 1,568 |
| General assistance to Virgin Islands | 4,787 | — | 4,730 | 4,891 |
| Ellender fellowships | 2,394 | — | 3,458 | — |
| Women's educational equity | 3,351 | — | 2,949 | — |
| Magnet-schools assistance | 71,805 | 115,000 | 113,620 | 114,620 |
| Leadership in Educational Administration (LEAD) | 8,222 | 4,358 | 4,306 | 3,894 |
| Dropout-prevention demonstrations | 23,935 | 21,446 | 21,736 | — |
| Native Hawaiian Education Act | — | — | 4,940 | — |
| Education of homeless children | 4,787 | — | 4,834 | 4,998 |
| Star schools | 19,148 | — | 14,399 | — |
| Javits Gifted and Talented education | — | — | 7,904 | 7,904 |
| Fund for the improvement and reform of schools and teaching: | | | | |
| Grants for schools and teachers | — | 8,000 | 3,952 | 3,952 |
| Family-school partnerships | — | 4,000 | 1,976 | 1,976 |
| **TOTAL** | **1,030,738** | **1,126,835** | **1,217,099** | **1,200,670** |
| **BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION** | | | | |
| **Bilingual programs** | **101,198** | **112,106** | **110,761** | **115,797** |
| **Support services** | **9,928** | **10,903** | **10,772** | **10,903** |
| **Training grants** | **35,447** | **33,564** | **30,413** | **30,413** |
| **Immigrant education** | **29,969** | **28,722** | **29,640** | **—** |
| **Proposed legislation** | **—** | **—** | **—** | **30,048**[4] |
| **Refugee education** | **15,209** | **15,209** | **15,808** | **16,345** |
| **TOTAL** | **191,751** | **200,504** | **197,394** | **204,106** |
| **EDUCATION FOR THE HANDICAPPED** | | | | |
| Education for the handicapped: | | | | |
| State grants: | | | | |
| Grants to states, general | 1,431,737 | 1,474,239 | 1,475,449 | 1,525,614 |
| Preschool grants | 201,054 | 205,075 | 247,000 | 247,000 |
| Grants for infants and families | 67,018 | 68,358 | 69,831 | 72,205 |
| Special-purpose funds: | | | | |
| Deaf-blind and other severely handicapped projects | — | 19,722 | — | 19,486 |
| Deaf-blind projects | 14,361 | — | 14,189 | — |
| Severely handicapped projects | 5,361 | — | 5,297 | — |
| Early-childhood education | 23,428 | 23,428 | 23,147 | 23,147 |
| Special-education technology | 4,787 | 4,787 | 4,730 | 4,730 |
| Secondary and transitional services | 7,372 | 7,372 | 7,284 | 7,284 |
| Postsecondary programs | 5,840 | 5,840 | 5,770 | 5,770 |
| Innovation and development | 17,233 | 17,233 | 17,026 | 17,026 |
| Media and captioning services | 13,216 | 13,216 | 13,403 | 13,403 |
| Regional resource centers | 6,415 | 6,415 | 6,338 | 6,338 |
| Recruitment and information clearinghouses | 1,149 | 1,149 | 1,135 | 1,135 |
| Special-education personnel development | 66,410 | 66,410 | 67,095 | 67,095 |
| Special studies | 3,638 | 3,638 | 3,594 | 3,594 |
| **TOTAL** | **1,869,019** | **1,916,882** | **1,961,288** | **2,013,827** |

## Budget Footnotes

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[1] Adjusted for comparability. Figure does not include $988 thousand appropriated under Chapter 2 National Programs for a National School Volunteer Program. Amounts for this program are included under the Fund for Innovation in Education.

[2] Adjusted for comparability. The 1988 amount was appropriated as discretionary funds under Chapter 2. The figure for 1989 Appropriation includes $988 thousand for the National School Volunteer Program appropriated under Chapter 2 National Programs. The amount given for 1989 Appropriation does not reflect up to $4,528 thousand in unobligated balances from fiscal year 1987 and 1988 appropriations for Excellence in Education to be made available for the Fund for Innovation in Education. The 1989 Appropriation earmarked $4,940 thousand for Computer-based Instruction, $2,964 thousand for Comprehensive School Health Education, and $1,000 thousand for Technology Education. The 1990 request also includes $1,000 thousand set aside for Technology Education.

[3] Pursuant to Title X of the Anti-Drug Abuse Act of 1988, the amounts listed include a supplemental total of $107,500 thousand as follows: $83,214 thousand for state grants, $7,000 thousand for teacher training, and $17,286 thousand for national programs.

[4] The department proposes to spend this money under a new program that will be outlined later in the year.

[5] Includes $96,000 thousand to fund shortfalls from 1988 and 1989.

[6] To be expended as part of a proposed credit-reform initiative not included in budget total.

[7] Administered by the Department of Health and Human Services.

[8] Programs administered by the Department of Labor.

[9] Included in appropriations bill for the Interior Department.

[10] These figures included in the Education Department totals.

[11] Administered by the Environmental Protection Agency.

[12] Administered by the Justice Department.

SOURCE: Office of Management and Budget

| | FY 1988 Comparable | FY 1989 Administration Request | FY 1989 Appropriation | FY 1990 Administration Request |
|---|---|---|---|---|
| | | *(in thousands)* | | |
| **REHABILITATION SERVICES AND HANDICAPPED RESEARCH** | | | | |
| **Rehabilitation services state grants:** | | | | |
| **Vocational rehabilitation state grants** | 1,379,800 | 1,407,080 | 1,442,071 | 1,502,123 |
| **Supported employment state grants** | 25,935 | 26,454 | 26,800 | 27,888 |
| **Client assistance** | 7,800 | 7,880 | 7,882 | 7,960 |
| **Service and demonstration projects:** | | | | |
| **Special demonstration programs** | 16,580 | 16,580 | 16,984 | |
| **Supported employment projects** | 9,520 | 9,520 | 9,406 | 9,406 |
| **Model transition grants** | 475 | 475 | 469 | — |
| **Recreational programs** | 2,470 | — | 2,589 | — |
| **Migratory workers** | 1,100 | 1,100 | 1,087 | 1,087 |
| **Projects with industry** | 17,000 | 17,000 | 17,142 | 17,142 |
| **Helen Keller National Center** | 4,800 | 4,800 | 4,841 | 4,841 |
| **Independent living:** | | | | |
| **Comprehensive services** | 12,310 | 12,556 | 12,528 | 12,977 |
| **Centers** | 25,500 | 25,500 | 25,688 | 25,688 |
| **Services for older blind** | 5,800 | 5,800 | 5,632 | 5,632 |
| **Training** | 30,000 | 30,000 | 30,134 | 30,134 |
| **National Institute on Disability and Rehabilitation Research** | 51,100 | 51,100 | 52,883 | 52,883 |
| **Evaluation** | 1,000 | 1,000 | 988 | 1,000 |
| **Technology assistance** | — | — | 5,150 | 10,650 |
| **TOTAL** | 1,590,400 | 1,616,435 | 1,662,182 | 1,726,264 |
| **VOCATIONAL AND ADULT EDUCATION** | | | | |
| Vocational education | | | | |
| Basic grants | 804,216 | 848,333 | 831,566 | — |
| National programs | 25,658 | 24,911 | 26,005 | — |
| Consumer and homemaking education | 32,791 | — | 33,118 | — |
| State councils | 7,851 | 7,851 | 7,904 | — |
| Community-based organizations | 6,845 | — | 8,892 | — |
| Bilingual vocational training | 3,734 | — | 3,771 | — |
| Proposed legislation | — | — | — | 942,239[4] |
| Permanent appropriation (Smith-Hughes Act) | 7,148 | 7,148 | 7,148 | 7,148 |
| Adult education | 134,036 | 150,000 | 162,210 | 170,000 |
| **TOTAL** | 1,022,279 | 1,031,095 | 1,080,614 | 1,119,387 |
| **STUDENT FINANCIAL ASSISTANCE** | | | | |
| **Pell grants** | 4,260,430 | 5,011,000 | 4,483,915 | 4,740,000[5] |
| **Guaranteed student loans** | 2,566,000 | 2,735,598 | 3,174,400 | 2,962,533 |
| **(Credit-reform proposed legislation)** | N/A | N/A | N/A | (4,013,207)[6] |
| **Supplemental educational opportunity grants** | 408,415 | 416,583 | 437,972 | 452,863 |
| **Work-study** | 588,249 | 600,014 | 610,097 | 610,097 |
| **Perkins' loans:** | | | | |
| **Federal capital contributions** | 185,736 | — | 183,507 | — |
| **Loan cancellations** | 24,892 | 22,000 | 22,000 | 22,000 |
| **Income-contingent loans** | 4,306 | 50,000 | 4,940 | 20,000 |
| **State student incentive grants** | 72,762 | — | 71,889 | — |
| **TOTAL** | 8,168,792 | 8,835,195 | 8,988,720 | 8,887,493 |
| **HIGHER EDUCATION PROGRAMS** | 534,471 | 450,195 | 564,129 | 536,637 |
| **COLLEGE FACILITIES LOANS** | | | | |
| Housing and academic-facilities loans | 62,231 | 1,675 | 31,315 | 5,129 |
| **COLLEGE CONSTRUCTION LOAN INSURANCE** | 19,148 | — | — | — |
| **EDUCATION RESEARCH AND STATISTICS** | | | | |
| Education research | 46,573 | 51,531 | 47,079 | 50,960 |
| Statistics | 13,390 | 23,369 | 21,736 | 25,320 |
| National Assessment of Educational Progress | 7,563 | 9,500 | 9,386 | 12,050 |
| **TOTAL** | 67,526 | 84,400 | 78,201 | 88,330 |
| **LIBRARIES** | | | | |
| **Public libraries:** | | | | |
| **Proposed legislation:** | | | | |
| **Services to the disadvantaged** | — | 45,000 | — | 91,000 |
| **Resource sharing** | — | 30,000 | — | 45,000 |
| **Research and assessment** | — | 1,000 | — | 1,200 |
| **Services** | 78,986 | — | 81,009 | — |
| **Construction** | 22,595 | — | 22,324 | — |
| **Interlibrary cooperation** | 18,669 | — | 19,102 | — |
| **Training and demonstrations** | 718 | — | 709 | — |
| **Research libraries** | 5,744 | — | 5,675 | — |
| **Library literacy programs** | 4,787 | — | 4,730 | — |
| **College library technology** | 3,590 | — | 3,651 | — |
| **TOTAL** | 135,089 | 76,000 | 137,200 | 137,200 |
| **PAYMENTS TO SPECIAL INSTITUTIONS** | | | | |
| American Printing House for the Blind | 5,276 | 5,381 | 5,345 | 5,537 |
| National Technical Institute for the Deaf | 31,594 | 33,031 | 33,326 | 35,553 |
| Gallaudet University | 62,195 | 63,463 | 65,998 | 68,850 |
| Howard University | 172,203 | 175,647 | 178,973 | 184,904 |
| **TOTAL** | 271,268 | 278,022 | 283,642 | 294,844 |
| **DEPARTMENTAL MANAGEMENT** | | | | |
| **Program Administration** | 241,028 | 240,849 | 255,997 | 274,946 |
| **Office for Civil Rights** | 40,530 | 41,341 | 40,845 | 45,178 |
| **Office of the Inspector General** | 17,560 | 17,911 | 18,179 | 22,000 |
| **TOTAL** | 299,118 | 300,101 | 315,021 | 342,124 |
| **TOTAL, EDUCATION DEPARTMENT** | $20,314,175 | $21,084,423 | $21,900,592 | $21,910,000 |
| **OTHER EDUCATION-RELATED PROGRAMS:** | | | | |
| **EARLY-CHILDHOOD PROGRAMS[7]** | | | | |
| **Head Start** | 1,206,324 | 1,206,324 | 1,235,000 | 1,236,000 |
| **Comprehensive child-development centers** | N/A | N/A | 19,760 | 19,760 |
| **JOB TRAINING PARTNERSHIP ACT[8]** | | | | |
| Summer youth programs | 718,050 | 718,050 | 709,433 | 704,433 |
| Job corps | 716,135 | 710,631 | 741,825 | 762,000 |
| **INDIAN EDUCATION[9]** | | | | |
| **Education Department programs[10]** | 66,326 | 67,653 | 71,553 | 74,168 |
| **Bureau of Indian Affairs programs, including B.I.A. schools** | 238,434 | 264,844 | 269,400 | 270,150 |
| **NATIONAL SCIENCE FOUNDATION** | | | | |
| Science and engineering education | 139,200 | 156,000 | 171,000 | 190,000 |
| **ASBESTOS ABATEMENT GRANTS[11]** | 40,000 | — | 47,000 | |
| **JUVENILE JUSTICE[12]** | 66,692 | — | 64,692 | — |

# Key to Photos of Reagan-Era Players

*Following are identifications of individuals, pictured on page 27, who have played key education-related roles in the Reagan Administration over the last eight years.*

**Top row, left to right:**

**Terrel H. Bell,** President Reagan's first Secretary of Education and only the second person to hold that position in the new Cabinet-level Education Department created by Jimmy Carter in 1979, is credited with fending off intensive efforts by others in the Administration to "dismantle" the department. Mr. Bell engineered the creation of the National Commission on Excellence in Education and brought its report, *A Nation at Risk*, to the President's attention. He resigned upon Mr. Reagan's re-election in 1984 and returned to the University of Utah, where he is professor of educational administration.

**Edwin Meese 3rd,** who was counselor to the President before becoming U.S. Attorney General in 1985, told California educators in a 1981 speech that President Reagan was "a friend of education." But Mr. Meese was described in a recent memoir by former Secretary Bell as the leader of the "movement conservatives" in the White House who sought to undermine Mr. Bell's initiatives—including the excellence commission—and zero out the federal role in education.

**David A. Stockman,** director of the Office of Management and Budget in the first Reagan Administration, closely administered a budget-building process that resulted in proposals for deep cuts in domestic programs, including education, in each of the Administration's first three budgets. Mr. Stockman, who engineered the Education Consolidation and Improvement Act of 1981 that created the Chapter 2 block-grant program, exercised tight control over Secretary Bell's Congressional testimony, Mr. Bell says in his memoir, and sometimes leaked word of education proposals to the conservative press. The O.M.B. director, who resigned in 1985, is now a stockbroker.

**William Clohan,** Mr. Bell's first undersecretary, had previously been counsel to the House Education and Labor Committee. His tenure was cut short, Mr. Bell reports, by White House anger over remarks he made before the Council of Chief State School Officers about the Administration's tuition tax-credit plans. Mr. Meese, the former Secretary says, demanded in May of 1982 that he ask for Mr. Clohan's resignation.

**Gary L. Jones,** active in the 1980 Reagan Presidential campaign and a former official at the American Enterprise Institute, was Mr. Bell's first deputy undersecretary for planning, budget, and evaluation. He assumed the undersecretary's job after the departure of Mr. Clohan. He resigned, along with other top Bell aides, in 1985 after the appointment of William J. Bennett as secretary of education.

**Edward A. Curran,** formerly headmaster of a preparatory school in Washington, was among those favored by the White House for jobs in the Education Department. As director of the National Institute of Education, Mr. Curran sent—without the Secretary's knowledge—a letter to the President suggesting that N.I.E. be abolished. Mr. Bell asked for his resignation. Mr. Curran subsequently became deputy director of the Peace Corps; in 1985, his nomination to be chairman of the National Endowment for the Humanities was rejected by the Congress.

**Robert W. Sweet Jr.,** a book salesman and former teacher, was chosen by Mr. Curran to be deputy director of N.I.E. After Mr. Curran's removal, Mr. Sweet was involved in bureaucratic battles over the leadership of the institute, but Mr. Bell finally succeeded in having him transferred to a White House post.

**Middle row, left to right:**

**Manuel Justiz,** a professor of education at the University of New Mexico, was Mr. Bell's choice to succeed Mr. Curran at N.I.E. He held the post until March 1985.

**Harry Singleton,** assistant secretary of education for civil rights from 1982 to 1986, was sharply criticized by members of the Congress and the education community for perceived inaction by his office on rights enforcement. But Mr. Bell's memoir characterizes the O.C.R. chief as frustrated by Administration policies on civil rights.

**William Bradford Reynolds,** assistant attorney general for civil rights from 1981 to 1988, articulated the Administration's opposition to forced busing for school desegregation, affirmative action in employment, and heavy-handed federal rights-enforcement efforts.

**Gary L. Bauer,** a conservative activist in the 1980 campaign who worked in the White House from 1981 to 1985, became deputy undersecretary of education for planning, budget, and evaluation in 1985, and then moved into the undersecretary's post vacated by Gary Jones. In that job, Mr. Bauer was an outspoken champion of Administration views on education matters. In January 1987, the President appointed him to the White House post of chief domestic-policy adviser. Mr. Bauer left last fall to head a family-issues think tank.

**Clarence M. Pendleton,** the President's choice to serve as chairman of the U.S. Commission on Civil Rights, presided during a turbulent period in which the Administration sought to add members with compatible political views and refashion the commission's agenda. He held the post from 1982 until his unexpected death in June 1988.

**Linda Chavez,** a former assistant to Albert Shanker, president of the American Federation of Teachers, served as staff director of the U.S. Commission on Civil Rights in 1984-85 before being appointed deputy assistant to the President and director of the White House office of public liaison. After an unsuccessful 1986 run in Maryland for a U.S. Senate seat, Ms. Chavez became director of U.S. English; she resigned last fall.

**Madeleine C. Will,** wife of the political columnist George F. Will, in 1983 was appointed the Education Department's assistant secretary for special education and rehabilitative services. Credited with shaping what became known as the "regular-education initiative," Ms. Will also became embroiled in a debate with her commissioner of rehabilitation services and faced allegations of management impropriety.

**Bottom row, left to right:**

**William J. Bennett** became the nation's third Secretary of Education in early 1985. His activist tenure was highlighted by reorganization of the federal research functions, a series of reports on education issues bearing the slogan "What Works," detailed proposals for revamping the elementary and secondary curricula, modifications in the federal Chapter 1, student-aid, and bilingual programs, and a confrontational style. Mr. Bennett left office in September 1988 to write about education and head a think tank on education issues. President-elect Bush last week named him to serve as "drug czar" in the new Administration.

**Lawrence A. Uzzell,** the head of a private research group called LEARN Inc. that advocated education vouchers and public aid to private-school parents, was tapped by Secretary Bennett in early 1985 to work on parental-choice issues. But he was forced to resign after Senator Lowell P. Weicker at a hearing introduced documents in which Mr. Uzzell called for the abolition of all federal education programs except research.

**Chester E. Finn Jr.,** a former aide to Senator Daniel Patrick Moynihan credited with writing the legislation establishing the National Institute of Education, was named by Mr. Bennett to replace Donald J. Senese as assistant secretary for the office of educational research and improvement. Ironically, one of the Vanderbilt University scholar's first tasks was to consider a reorganization of the federal research functions that included dismantling N.I.E. Mr. Finn resigned last fall to return to the Vanderbilt education faculty.

**Dr. C. Everett Koop,** named U.S. Surgeon General in 1981, surprised his champions and detractors alike by taking unexpected positions on key health-policy issues. Dr. Koop differed sharply with Secretary Bennett, for example, on the need for AIDS- and sex-education across grade levels, and the need for federal leadership in those areas.

**Lynne V. Cheney,** named chairman of the National Endowment for the Humanities in 1985, has issued several reports calling for increased attention to the humanities in precollegiate curricula and has established a national center on the teaching of history.

**Linus Wright,** formerly superintendent of the Dallas Independent School District, replaced Gary Bauer as undersecretary of education in 1987. Despite Mr. Bennett's recommendation that Mr. Wright succeed him in the secretaryship, he was passed over for the Cabinet post. He will begin a private-sector job this month.

**Lauro F. Cavazos,** the president of Texas Tech University, was tapped by President Reagan for the top Education Department job in September 1988 and retained by President-elect George Bush.

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# EDUCATION WEEK

*American Education's Newspaper of Record* Volume VIII, Number 18, January 25, 1989 *© 1989 Editorial Projects in Education / $2.00*

## California Policy Calls for Curb on Science 'Dogma'

### *Board Backs Teaching Of 'Observable Facts'*

**By Robert Rothman**

In a major victory for the state's science teachers, the California Board of Education has unanimously approved a new policy statement aimed at bolstering the teaching of evolution by urging that pressures to teach "dogma" be resisted.

While the statement does not use the terms "evolution" or "creationism," it significantly strengthens a 1972 directive that critics say was too vague to give adequate guidance or protection in the emotion-charged area.

The new policy, which officials said would send a "strong signal" to textbook publishers, is likely to have an impact on science instruction in other states, because of California's large share of the national textbook market.

The one-page statement asserts that the science curriculum should be restricted to discussions of scientific theories based on "observable facts and testable hypotheses."

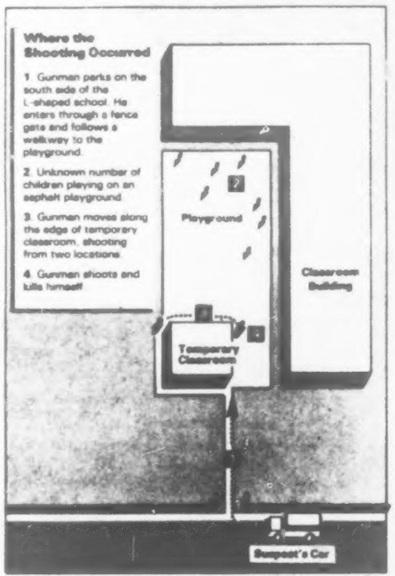
"From time to time," it notes, "natural-science teachers are asked to teach content that does not meet the criteria of fact, hypothesis, and theory as these terms are used in natural science and defined in this policy."

"As a matter of principle," it adds, "science teachers are professionally bound to limit their teaching to science and should resist pressure to do otherwise. Administrators should support teachers in this regard."

"Science is science," said Bill Honig, the

*Continued on Page 17*

## Schoolyard Gun Spree Leaves 6 Dead, 30 Injured


Where the Shooting Occurred
1. Gunman parks on the south side of the L-shaped school. He enters through a fence gate and follows a walkway to the playground.
2. Unknown number of children playing on an asphalt playground.
3. Gunman moves along the edge of temporary classroom, shooting from two locations.
4. Gunman shoots and kills himself.
Playground
Classroom Building
Temporary Classroom
Suspect's Car

MICHAEL HALL / Los Angeles Times

CLEVELAND SCHOOL

AP LaserColor

**Adults escorting pupils back to school in Stockton, Calif., last Wednesday. Some 100 counselors were on hand throughout the week to help survivors and their families.**

*With press and wire reports*

Shortly before noon last Tuesday, Lori Mackey, a special-education teacher at an elementary school in Stockton, Calif., herded 10 deaf students to the rear of her temporary classroom, desperately trying to shield them from the hail of bullets piercing the air outside.

A second-grade teacher, Janet Geng, wounded in the leg, recalled lying still on the school's playground as asphalt fragments kicked up by bullets flew around her. She feared, she later said, that if she moved she would be shot again.

Ramon Billedo, a pupil at the school, recounted seeing a classmate felled by the rifleman's shot. A teacher dragged the bleeding boy into the school building as the shooting continued.

*Continued on Page 4*

## In Crisis, an Anguishing Unknown: 'How Can We Protect Our Pupils?'

**By Lisa Jennings**

In the aftermath of what is being called the worst act of violence ever to occur on a school campus, Stockton, Calif., school officials were among those predicting last week that the incident would prompt districts across the country to review their school-safety policies.

Ironically, the unprecedented disaster took place in the only state whose constitution offers both students and school employees an "inalienable" right to campuses that are "safe, secure, and peaceful."

But even in California, where safety is a matter of state law, the extent of school officials' obligation to take preventive measures remains an unsettled issue.

State Superintendent of Public Instruction Bill Honig last week said there was nothing that officials at Stockton's Cleveland Elementary School could have done to stop the lone gunman, Patrick Purdy.

"Society is responsible for allowing for the availability of handguns," he contended, adding that "you can't fault a school for not planning for a guy with a machine gun."

But other school leaders last week were sounding an alarm, citing the incident as an example of the need for much tighter security on school campuses.

*Continued on Page 5*

## Educators Preview 'Revolutionary' Plan For Science Reform

**By Robert Rothman**

San Francisco—A forthcoming report by the nation's largest science organization has the potential to lead to "revolutionary" changes in science education, participants at a conference here said.

But they warned that even though the group has pledged to push its recommendations over the next few decades, it faces formidable obstacles to making the ambitious plan a reality in the classroom.

The report—the first phase of the American Association for the Advancement of Science's Project 2061—is expected to outline a new definition of what all high-school graduates should know and be able to do in science, mathematics, and technology.

Following the release of the report, the group plans to work with teams of educators in about five districts to develop model

*Continued on Page 24*

## Bipartisan Group Urges Bush To Revive Civil-Rights Enforcement

**By William Snider**

Washington—If President Bush is to fulfill his pledge to vigorously oppose all forms of discrimination in American society, he must revive the federal civil-rights enforcement mechanisms that "fell into disuse" during the Reagan Administration, a bipartisan commission said last week.

The panel—all of whose members formerly served in federal civil-rights posts—charged in a report that the Reagan Administration veered sharply from the methods used successfully by six previous administrations to enforce anti-discrimination laws. It cited enforcement shortcomings in education, employment, housing, and other fields covered by federal civil-rights legislation.

During Mr. Reagan's two terms as President, the government imposed "virtually a moratorium on the implementation of civil-rights laws and court decisions," said Arthur Flemming, the chairman of the panel, who described himself as a "lifelong Republican."

Quoting language used by Martin Luther King Jr., Mr. Flemming said the panel's report seeks to remind the Bush Administration of "the fierce urgency of now" as the time to start repairing the effects of the past eight years. He characterized Mr. Reagan's policy on civil rights as "the doctrine of non-acquiescence."

The report was issued one day after Mr. Bush promised a group of black leaders gathered here to mark the birthday of the slain civil-rights leader that "bigotry and indifference will find no safe home on our shores, in our public life, in our neighborhoods, or in our homes."

*Continued on Page 23*

**Also in the news**

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The Detroit and Los Angeles school systems have been freed from longstanding suits.
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**New Push by I.B.M.**
The computer giant is now second to Apple in its slice of the school market.
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**Montana Equity Plan**
The governor would cap school spending in wealthy districts, for starters.
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**'Split' Decision at E.D.**
For the first time, a research-center grant will go to two competing applicants.
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## IN SUMMARY

**Desegregation Suits Dismissed**
In separate actions, two federal judges have dismissed the Detroit and Los Angeles school districts from desegregation lawsuits against them; Detroit's suit had been open for 18 years. **Page 6.**

**A Magnet for Native Americans**
Responding to growing concern about the educational problems of Native-American students, the St. Paul school board has approved creation of a magnet school with an Indian focus. **Page 6.**

**School Group's Investment Suit**
A school-insurance group in New Jersey has sued its former investment counselor and the firm he worked for to recover some $2 million allegedly lost through fraudulent practices. **Page 8.**

**Classroom Commercial TV**
A communications firm wants to beam a daily television news program, complete with commercials, into high-school classrooms—and give schools the equipment to receive it. **Page 10.**

**State-of-the-State Wrapup**
Gov. Stanley G. Stephens of Montana calls for education-spending limits in wealthy communities, while New Mexico's chief executive urges college aid for some needy students. **Page 12.**

**Tight Times in New York**
Public schools in New York State would receive only a 3 percent increase in state aid next year under a stringent budget proposed last week by Gov. Mario M. Cuomo. **Page 12.**

**Exempting Church Day Care**
The U.S. Supreme Court has declined to review a ruling that let Virginia officials exempt church-run child-care centers from compliance with health and safety regulations. **Page 20.**

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# ACROSS THE NATION

## NATIONAL

### Adult-Literacy Efforts Urged as High Bush Priority

The Bush Administration and the Congress should make efforts to improve adult literacy a high priority, according to a report released by the Southport Institute for Policy Analysis.

The report calls on the federal government to increase spending on literacy programs by $550 million a year.

"We cannot wait for school reform," said Forrest Chisman, who wrote the report for the Washington-based think tank. "The hard fact that everyone wants to ignore is that 75 percent of the workforce in the year 2000 are adults today—they are out of school." He estimated that nearly 30 million adults are functionally illiterate.

"Jump Start: The Federal Role in Adult Literacy" lists ways in which the federal, state, and local governments could seek to improve the delivery of adult-literacy services, which the report characterizes as "fragmented."

It calls for creation of a national research center on adult literacy and a Cabinet-level group to coordinate federal literacy policy.

The report also recommends establishment of a position of assistant secretary of education for adult literacy. Currently, federal adult-literacy programs are managed by the Education Department's office of vocational and adult education, as well as by a number of offices in the departments of Labor and Health and Human Services.

Single copies of the report are available from the Southport Institute, Suite 415, 440 First St., N.W., Washington, D.C. 20001.

### Scouting Group Sees Vindication In Sexual-Molestation Decision

The national Boy Scouts organization has claimed vindication in the wake of a Fairfax County, Va., jury's decision absolving it of responsibility for the sexual molestation of a scout by his scoutmaster.

The jury, however, directed the local branch of the organization to pay $45,000 in damages to the former scout, now 17. The boy had originally sought a total of $30 million from the scoutmaster, the national organization, and the local group.

The youth and his family had argued that the National Boy Scouts of America and the National Capital Area Council of the Boy Scouts were negligent in allowing Carlton Bittenbender, who had previously been convicted of child sexual abuse, to serve as a scoutmaster.

The jury found that the Washington-area scouting council, not the national organization, was responsible for selecting Mr. Bittenbender, and so should pay the damages.

"The evidence at the trial clearly demonstrated that scouting is a local activity and that parents, neighbors, and fellow members are the people best suited to select scouting membership," the national group's public-relations director, Frank Hebb, said in a statement.

Mr. Hebb added that the group has a "five-point strategy to create a hostile environment" for potential child molesters. The program calls for stepped-up efforts to screen volunteers and improved education on detection and prevention of sexual abuse.

■ **A standardized test of U.S. history and citizenship will soon be available for aliens seeking legal residence status under the 1986 immigration-reform law.**

The test was designed by the Educational Testing Service and approved by the Immigration and Naturalization Service and the Legalization Assistance Board, a coalition of immigrant groups.

The exam, which matches current I.N.S. standards of basic civic knowledge, will be administered at public-service agencies around the country, for a $10 fee per test.

A "Guide to the English and Citizenship Test for Legalization Purposes" is available from local test centers, whose locations can be obtained from the National Association of Latino Elected and Appointed Officials "Hotline," (800) 446-2536; in California, (800) 346-2536.

## STATES

### Mississippi Attorney General Bans Fees for 'Necessary' Supplies

Mississippi schools can no longer require students to pay fees for workbooks or any other material that is a "necessary and essential part" of their education, the state attorney general has ruled.

Attorney General Mike Moore stated in a letter to school districts that such fees violate the state constitution's guarantee of a free public education.

Some students have been denied entrance to a class or a final grade because they had not paid certain fees, according to state education officials.

The ruling does not apply to fees charged for extracurricular or optional activities.

Several lawmakers have announced that they will introduce legislation to reverse the ruling and allow further use of fees.

Nationally, a growing number of districts have turned to fees in order to close budget gaps or fund extracurricular programs. *(See Education Week, Dec. 7, 1988.)*

### New York State To Expand Eligibility for Bilingual Aid

Student eligibility for bilingual-education services in New York State will be broadened under a new policy announced by Commissioner of Education Thomas Sobol.

The revised rules will allow students who score up to the 40th percentile on a standardized English reading test to receive bilingual aid. Previously, the upper limit for such assistance was the 23rd percentile.

The policy, adopted by the Board of Regents last month, will require all school districts to identify limited-English-proficient students and provide bilingual or English-as-a-second-language services.

Only 178 of the 449 districts that reported having L.E.P. students had state-approved programs in 1986, according to the state education department. More than 105,000 students speaking 85 languages were enrolled in E.S.L. or bilingual programs.

The new policy, which will take effect in the fall, will provide additional tutoring and guidance for students after they enter mainstream English programs. It also sets goals for recruiting more bilingual teachers, bolstering parental involvement, and establishing programs to help students maintain their native language and culture.

The current system too often pushes students with limited English skills out of bilingual programs "before they're ready," Mr. Sobol said.

Mr. Sobol estimated that the policy initially would add about $3 million to the $22 million the state now spends on bilingual education each year.

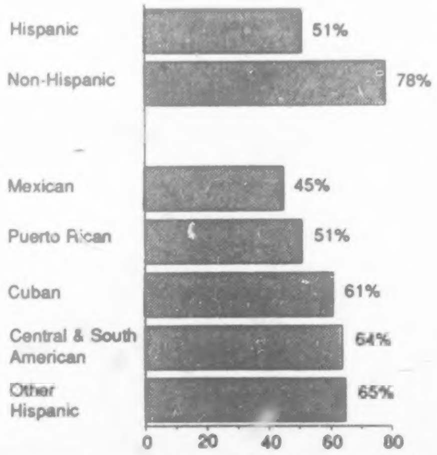
## DIMENSIONS

### Hispanics: High School and Beyond

Hispanic Americans have substantially increased their level of educational attainment in the past two decades, according to the U.S. Census Bureau.

The bureau's 1988 population survey found that 51 percent of Hispanics age 25 and older had completed four or more years of high school, compared with 32 percent in 1970.

About 10 percent of Hispanics reported completing four or more years of college—an all-time high, but well below the 21 percent level of non-Hispanics.



Percent of Persons 25 Years and Older Having 4 or More Years of High School.

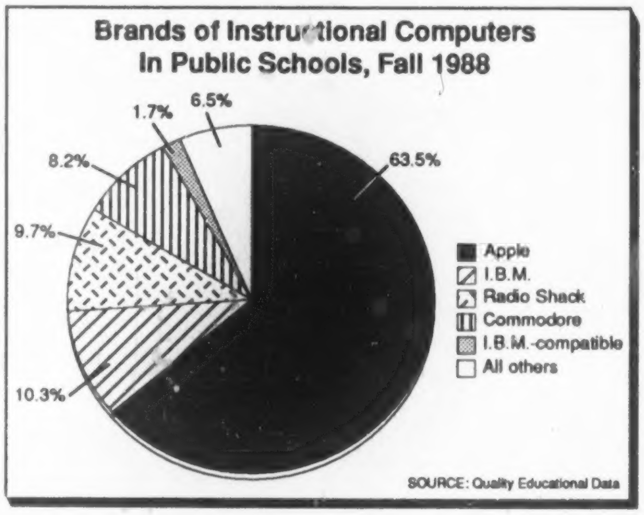
Within the Hispanic population, educational attainment varies significantly according to country of origin, the survey found.

The Census report also contains a wide range of other demographic data on the nation's 19.4 million Hispanics.

Copies of *The Hispanic Population in the United States: March 1988 (Advance Report)*, Current Population Reports, Series P-20, No. 431 (S/N 803-005-00025-7), are available for $1.25 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

# Once-Reluctant I.B.M. Makes Inroads In the Precollegiate-Education Market

**By Peter West**



SOURCE: Quality Educational Data

The International Business Machines Corporation has begun to aggressively target the school classroom, a market that even its spokesmen concede was once virtually ignored and left to competitors.

I.B.M. has almost tripled its sales of instructional computers in recent years, according to market analysts, and has moved into second place behind the field's long-dominant leader, Apple Computer Inc.

By one estimate, I.B.M. will have increased its share of the market by more than 156 percent between 1986-87 and the end of this school year—a feat characterized by a commercial tracking firm as "the most striking growth of all manufacturers in market penetration."

While no one is predicting that the I.B.M. surge will soon threaten Apple—a company that accounts for almost two-thirds of the classroom computers in use in the United States—some are noting that a confluence of forces is making the school-computer market a highly volatile one.

And I.B.M., whose market inroads include some of the nation's largest school districts, appears to be ready to exploit that volatility.

"The word is getting out that I.B.M. has its act together in the education market," said Charles E. Steele, the area manager for I.B.M. Educational Systems in New York. "We'd like to be the vendor of choice"

### Competition Heats Up

The appearance of a new player in the field also is welcome news for some school computer professionals.

"I have a real problem that one company has dominated, so to speak, the educational market. I think that fosters a lack of creativity," said Marilyn Gardner, director of technology development for the 59,000-student Boston school district. "I've seen that with Apple, they've kind of sat back on their heels."

Boston has made a large commitment to I.B.M. on the basis of its "educational support," she added, noting that the appearance of different types of computers in the clasroom "has made our teachers a little more flexible when it comes to technology."

Spokesmen for Apple, however, pointed to a recent company survey indicating that it continued to increase its share of the market, among 5,000 selected schools, from the low 60 percent range to the high 60's during the 1987-88 school year.

That survey found that I.B.M.'s share of the market in those schools dropped during the same period, said Sandra Bateman, a representative in Apple's K-12 division. On the other hand, 90 percent of the 5,000 schools polled by the Sealed Research Corporation had at least one Apple computer.

But James Dezell, general manager of I.B.M. Educational Systems, is unfazed.

Managers in his 12 regional markets are using a coordinated sales program that concentrates on such popular products as the "Writing to Read" program and volume discounts to customers who buy in bulk. They also offer districts help in developing long-range plans to meet technology needs and training programs conducted by teachers for teachers.

Apple has a similar commitment to educators, its officials point out, including grants to needy schools, a network of former educators who serve as regional advisers, and other computer-literacy programs.

Spokesmen for both companies, however, noted that increased computer savvy among their school customers has been a major factor in improving sales.

"We find our users are much more sophisticated,' said Ms. Bateman of Apple.

According to I.B.M.'s Mr. Steele, "You've gotten a maturing of these customers and a better understanding of what the technology can do."

### Room for Growth

Spokesmen for the two companies also agreed that there is ample room for growth in the precollege market.

One indicator is that, despite the fact that the preponderance of computers already installed in schools bear the Apple brand name, I.B.M. was able to "almost double its market share in sales, taking 22 percent of 1986-87 sales," according to "The K-12 Market for Technology and Electronic Media," published by Link Resources of New York.

The Link information was based on responses received from an October 1987 mailing of 5,000 surveys to principals nationwide. The principals were asked to provide certain financial data, then pass the questionnaires along to teachers "most involved" in instructional computing.

"Now that I.B.M. has a machine specifically designed for the school market in the Model 25, it can be expected to be even more aggressive in the pursuit of K-12 sales," the report on the Link survey indicates.

According to Mr. Steele, the company aspires to be a major force in lowering the ratio of students to computers from its present level of approximately 30 to 1 to perhaps as low as 4 to 1.

Peggy Bruckner of I.B.M. suggested that the ideal ratio for her general manager, Mr. Dezell, would probably be "two computers for each student"—one to use at school and one at home

But Mr. Steele conceded that to achieve a school ratio in the 4-to-1 range, "a realistic time frame, to me personally at least, is five years."

### Important Choices

The stakes for educators in the increasing competitiveness of the technology market may be considerable, according to observers. They note that choice of brand in computer-buying will remain significant as long as an incompatibility between machines makes using them in tandem difficult.

Software for I.B.M. equipment, for example, uses the business standard MS-DOS operating software, which cannot readily be used on Apple equipment.

Researchers are working to achieve compatibility between MS-DOS and other program formats, with some products already available. And both I.B.M., which has its own educational-software division, and Apple, which is spinning off a software-producing company called Claris, are working to produce high-quality programs for their own machines.

But for school districts, which make large-scale acquisitions of software, compatibility remains an an important factor in computer purchases.

According to Jeanne Hayes, the editor of "Microcomputer and V.C.R. Usage in Schools," published by Quality Education Data of Denver, selecting machines by brand will become increasingly important now that—as the company's survey states—"the use of microcomputers in schools has become institutionalized."

"Schools now have enough hardware that the cost of software is becoming significant" to them, she said.

According to a spokesman for Link Resources, "there really are only two computers now in the educational market, Apple and MS-DOS."

### Aging Equipment

Of equal importance is the fact that some school computers now in

*Continued on following page*

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# Classroom Advertiser To Send Its Message Over Television

**By Mark Walsh**

The company that pioneered the placement of advertiser-supported wall posters in American schools is now targeting students with the most powerful medium of all—television.

Whittle Communications, a Knoxville, Tenn., company known for its media innovations, last week announced plans to test a daily 12-minute news program that would be beamed into high-school classrooms via satellite.

The company plans to provide a satellite receiver, videocassette recorder, and television monitors for free to five or six pilot schools, with costs of the venture covered by the sale of two minutes of air time per program to national advertisers.

If all goes well with the test this spring, Whittle envisions selling the idea to the nearly 20,000 high schools in the United States. The projected teenage audience would be 6.5 million in the first year.

"Schools have an enormous need for technology and programming," said Christopher Whittle, chairman of the company. "The only place the funding for that is going to come from is the business community."

### Blatant 'Commercialization?'

The proposed introduction of advertiser-supported television into American classrooms has prompted criticism, however, from educators and others who see it as inappropriate.

"This is something that school systems should fight tooth and nail," said Peggy Charren, president of the watchdog group Action for Children's Television. "This is the first time I have seen commercialization of education so blatantly."

One of the major attractions of the concept for schools could be Whittle's plan to donate to each participating institution an estimated $50,000 worth of electronic equipment. The hardware would enable participants to receive the program and broadcast it on monitors throughout the school.

William J. Gubbins, vice president of Whittle, estimated that schools would get approximately one television monitor for every 23 students.

"That means pretty much one in every classroom," he said. The schools would receive the program by satellite each night. Then the principal or teachers could screen it before showing it to students. If they deemed a portion inappropriate, they would be free not to show the program that day.

The schools would also be able to use the closed-circuit television system provided by Whittle to show

Advertising Age

New Whittle shocker

Chiat, Mojo set stage for Euro growth

Agency group faces lawsuits

The plan, called innovative, may also be controversial.

other educational programming.

"We have looked long and hard at this, and there is no other way to pay for the technology without advertiser support," Mr. Gubbins said.

### Fast-Paced News Video

The program, to be called "Channel One," will be a cross between NBC's "Today" show and MTV, company officials said. Youthful anchors will introduce fast-paced reports about world and national affairs tailored to a teenage audience.

"Every effort will be made to connect news events to the lives of young people," said Mr. Gubbins. For example, a story about tensions in the Middle East, he said, might show the relationship to higher gas prices for American teenage drivers.

Features such as "fast facts" ("arachibutyrophobia is the fear of peanut butter sticking to the roof of your mouth"), and pop-quiz questions will be interspersed between the longer reports and the two minutes of advertising, which the trade magazine *Advertising Age* says is likely to include spots from McDonald's, Converse, and the U.S. Army.

Ads for alcoholic beverages, cigarettes, and condoms are among those that would not be accepted for the program, company officials said.

The program will be produced by Susan Winston, a veteran of morning television programs on both CBS and ABC.

### 'Serving as a Lab'

The $5-million test of "Channel One" will begin March 6. Some 8,000 to 10,000 students at five or six schools will see original editions of the program every day for five weeks.

Stan Jasinskas, principal of Eisenhower Middle School in Kansas City, Kan., one of the pilot schools, said the program will be shown when students are in their morning 25-minute study hall.

"We're serving as a lab," he said. "We're going to monitor it. We haven't surrendered any kind of curricular decisions."

Mr. Jasinskas said he was not concerned about commercial television creeping into the classroom setting. "Some think of commercials coming into the building as evil," he said. "But I think we can use them as an educational tool."

If it works as intended, the program should stir interest among students in current affairs, the principal predicted.

"Rarely is a kid going to turn on '60 Minutes,' " he said. "They are going to go for more couch potato stuff. The idea of this is to try to train them to be more responsible in their TV viewing."

Advertising vehicles produced by Whittle are already a familiar sight in more than 10,000 schools. The company developed the concept of wall media—poster-sized "magazines" placed on school walls, with news and information of interest to students and several panels of advertising. *(See Education Week, Oct. 19, 1988.)*

Whittle's "Big Picture" wall poster is published 10 times a year for elementary-school students, while "Connections" reaches high schools 14 times a year. The company also distributes *GO! Girls Only*, a magazine for junior-high-school girls.

*Continued from preceding page*

use are aging, according to a survey of 860 school computer and video coordinators conducted last June by Q.E.D.

Drawing on the 113 responses collected, Q.E.D. concluded that "more than half of the computers in the survey are between 3 and 4 years old, suggesting a need for capital expenditures for replacement equipment in the near future."

According to figures compiled by Link Resources, Apple computers accounted for 60 percent of the 458,000 units sold during the 1986-87 school year.

I.B.M., however, was second with 22 percent of overall sales, according to the survey, with Tandy following as a distant third, accounting for 14 percent of the new computers sold.

Of the 2.03 million computers in use in the schools during that year, I.B.M. accounted for 11 percent of the 1.68 million in public schools and 10 percent of the 345,000 in private schools.

### Large-District Sales

Q.E.D., which annually surveys all U.S. public and private schools by telephone, has found that I.B.M.'s successes fall disproportionately in the 173 largest school districts, where it often has already established a considerable presence in administrative uses of computers.

Its latest report says that the company has "almost twice its normal market share in these 173 largest districts, reflecting I.B.M.'s aggressive placement of micros in such large districts as Boston and Washington."

That market, Q.E.D.'s research indicates, is a particularly lucrative one.

"These 173 districts, with more than 11 million students, have 30 percent of the current U.S. installed computer base," according to the study.

Q.E.D.'s listing of districts by market share indicates that in some school systems, there were 10 times as many I.B.M. machines as those of its competitors.

The company's Mr. Steele explained this by saying that "the larger the account, the more resources [there are applied]."

In many cases, he said, large districts, or consortia composed of smaller districts, are offered discounts as high as 40 percent over normal retail prices to buy I.B.M. equipment.

In the District of Columbia, for example, 2,200 of the 3,845 microcomputers in use were I.B.M.-manufactured, compared with 75 Apples, 670 Commodores, 500 Ataris, and 400 unnamed brands.

Jenelle V. Leonard, director of computer-literacy training for the district, said compatibility was a factor in maintaining the system's preponderance of I.B.M. equipment. The district awarded a contract to I.B.M. in 1985, she said, and decided to continue its commitment to MS-DOS machines last March, when another open bid for computers was awarded.

In awarding bids, she pointed out, "you look at the performance record and you look at the compatibility in the schools."

### Market Volatility

Another district with a large investment in I.B.M. equipment is the Plano (Tex.) Independent School District, which reported that 3,040 of its 4,373 computers were manufactured by I.B.M. The district also owns 1,200 Apple machines.

But Bill Adkins, director of instructional technology for the 28,000-student school system, praised Apple's machines as highly durable and said that the major factor that weighed in favor of purchasing I.B.M. products may be changing in the volatile climate of the microcomputer industry.

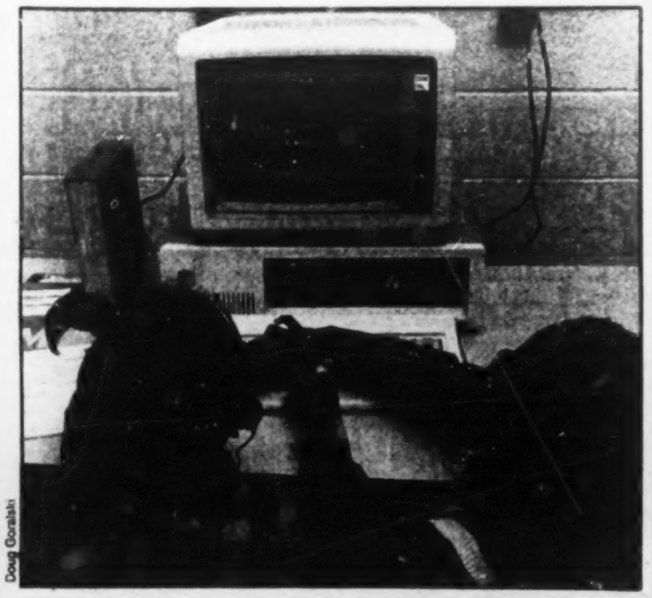
When the decision was made two years ago, he said, the district was embarking on a long-range plan to link its computers in a network that would, by 1992, connect all of its schools, administrative offices, and computer laboratories.

"It didn't boil down to actual hardware studies," Mr. Adkins said. "It was the total system that we were looking at at that time. I.B.M. was the company that had the networking."

The district will soon purchase more computers for its instructional program. And while I.B.M. products have been "satisfactory," Mr. Adkins said, Apple has recently announced a networking system of its own—"Apple Talk"—that may fit the bill just as well.

Ms. Leonard added that although the Washington schools have made a substantial commitment both to I.B.M. and to MS-DOS, the computer market is unpredictable and the next round of purchasing may produce different results.

"Each time, it becomes a new ball game," she said, "because it really depends on what the state of the art is then."


Doug Goralski

School officials hope that their programs will benefit from stepped-up competition in the volatile market for instructional computers.

## COMPUTERS

The Intel Corporation has established a new foundation to encourage precollegiate educators and students to emphasize "basic literacy" in science and mathematics.

The foundation, which went into operation earlier this month, is seeking constructive suggestions from educators about ways to accomplish its goals.

"We are looking for opportunities and ideas that the schools might bring to us," said Toni Barrientos, a spokesman for the foundation.

Intel, a California-based manufacturer of computer components, hopes to use the new foundation to enable a wide range of students, including those whose formal education may end with high school, to discover career opportunities in the technical disciplines.

"These kinds of informational skills are not just for the college-bound, because there is a shift in opportunities" in these fields, she observed.

Ms. Barrientos noted that at least one of the company's branches has fostered an adopt-a-school program. "We hope to do that kind of thing more extensively," she added.

She also suggested that programs that offer "summer-enrichment opportunities" for students could receive favorable consideration for grants.

In addition, the foundation wants to foster "innovative programs" that "encourage teachers to stay in teaching, particularly in the sciences," Ms. Barrientos continued.

Applicants are not required to use computers in their instructional programs in order to be eligible for grants, she added.

The foundation proposes to focus its efforts on Arizona, California, New Mexico, and Oregon, where the corporation has major installations, Ms. Barrientos said.

It will accept applications for grants throughout the year, though Ms. Barrientos declined to say how much grant money is available.

Copies of the guidelines governing applications for grants are available from the Intel Foundation, 5200 Northeast Elam Young Parkway, Hillsboro, Ore. 97124-6497.

■

G.T.E. Education Services Inc., a division of G.T.E. Information Services, based in Tampa, Fla., has signed an agreement to transmit ED-LINE, an education-related electronic news service published by the National School Public Relations Association.

ED-LINE, which includes such services as "Legal Briefs," "Teacher Talk," and "Ruraline," will be transmitted over the G.T.E. Education Network, which is available to more than 7,000 precollegiate educators across the country.

Those who presently subscribe to ED-LINE will automatically be transferred to the G.T.E. network by the end of the month. —P.W.

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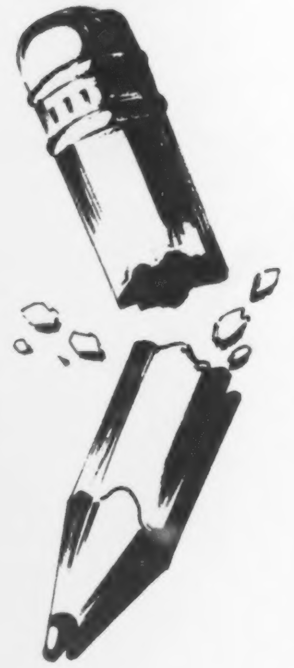

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This Week's Forum: Page 27

EDUCATION WEEK

*American Education's Newspaper of Record*

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# Education Is Key In War on Drugs, President Says

## *Faces Fire on Decision On 'Drug Czar' Status*

**By Julie A. Miller**

WASHINGTON—In one of his first interviews as President, George Bush last week said the drive to eliminate drug abuse would succeed "only if our education is successful."

The Administration's efforts, he said, will focus on urging "all elements in our society to participate in the fight on drugs."

But even as Mr. Bush was speaking to reporters, criticism was building on Capitol Hill over his apparent decision not to make his new "drug czar," former Secretary of Education William J. Bennett, a formal member of the Cabinet. Lawmakers argued that the decision sends the wrong message about the importance of the war on drugs.

In fact, the sentiments expressed by the President last week seemed to dovetail with

*Continued on Page 16*

# Court Bars City 'Set-Aside' Policy Based on Race

## School Districts Advised To Review Similar Plans

**By Nancy Mathis**

The U.S. Supreme Court's decision invalidating a Richmond, Va., set-aside program for minority contractors casts a legal shadow over similar programs operated by school districts nationwide, experts said last week.

Even those plans that use flexible goals instead of mandated quotas may not be exempt from the "strict scrutiny" of the courts, lawyers contended.

Several school officials interviewed in the wake of the High Court's Jan. 23 decision in *City of Richmond* v. *J.A. Croson Company* said they believed their affirmative-action programs for minority contractors and vendors would pass a constitutional test because their policies call only for a "good faith" effort to achieve minority-participation goals.

Lawyers, however, said that while using flexible goals instead of strict quotas may provide some protection, such affirmative-action programs could still be targeted for

*Continued on Page 22*

**"The purpose of strict scrutiny is to 'smoke out' illegitimate uses of race by assuring that the legislative body is pursuing a goal important enough to warrant use of a highly suspect tool."**

**—Sandra Day O'Connor**

*Excerpts from ruling on page 20.*

## Sets Stringent Test for Discrimination Remedies

**By Tom Mirga**

WASHINGTON—The U.S. Supreme Court voted 6 to 3 last week to limit the ability of school districts and state and local governments to require that minority-owned businesses receive a set percentage of their construction contracts.

Also in its Jan. 23 decision striking down a Richmond, Va., public-works policy, a majority of the Court's members agreed for the first time to hold state and local rules that give minority groups preferential treatment over whites to the same standard of "strict scrutiny" used to judge policies that favor whites over minorities.

Legal experts differed last week on the ramifications of the decision for public schools. While most agreed that the ruling in *City of Richmond* v. *J.A. Croson Company* (Case No. 87-998) will directly affect contract "set asides" for minority-owned businesses, there was less consensus on its probable effects on racially motivated hiring, transfer, and promotion policies.

*Continued on Page 17*

# U.S. Seeks To End Racial Teacher-Assignment Practice

**By William Snider**

WASHINGTON—School districts that voluntarily maintain policies assigning teachers to schools on the basis of their race violate federal equal-protection laws, the U.S. Justice Department argues in a new lawsuit.

The case, filed last week against the Prince George's County (Md.) school system, could have ramifications for the hundreds of other districts believed to operate under similar policies, civil-rights experts said.

The Justice Department argues, as it has in recent cases affecting employee hiring, promotions, and layoffs, that the Prince George's faculty-assignment plan should have been dismantled immediately after its initial purpose was fulfilled.

Such plans were typically adopted by districts—under pressure from the federal government or the courts—to ensure that schools were not racially identifiable based on the composition of their faculty.

But many school officials now argue that efforts to maintain racially balanced school faculties serve a valid educational purpose: helping to prepare students for life in a multi-ethnic, pluralistic society.

The Prince George's case is the first filed by the Justice Department on this issue. It is seen by many as a test case that could ultimately determine what latitude school officials may exercise in their efforts to maintain racially balanced staffs at individual schools.

Some experts speculated that most such plans could not withstand the "strict scrutiny" standard adopted by the U.S. Supreme Court in its rejection last week of a Richmond, Va., policy that awarded minority businessmen 30 percent of all public-works contracts.

*Continued on Page 23*

# In North Carolina, Career-Ladder Plan Nears a Crossroads

**By Lynn Olson**

North Carolina's governor and the state affiliate of the National Education Association are headed toward a major battle over the future of the state's ambitious and controversial program for paying teachers based on performance.

The state's Career Development program, now operating in 16 districts, is in its fourth and final year as an experimental venture.

Lawmakers must decide whether to expand it and make a longterm commitment of additional funding or maintain its current scope and risk running out of steam.

Both Gov. James G. Martin and the state board of education would like to take the program statewide. But local presidents of

*Continued on Page 14*

**Reform at 5: The Unfinished Agenda**

# 'We Became the Hopes and Dreams' of All

## 'Beethoven' Staff Pushing On Amid Intractable Ills

Jonathan W. Frank

**By Deborah L. Cohen**

Officials at Chicago's Center for Successful Child Development have reluctantly decided to stop giving press tours.

The widely praised early-intervention effort—known more commonly as the "Beethoven Project"—had been scrutinized so intensively during its first year of operation, they say, that the attention became "a double-edged sword." Not only did the center's constant flow of visitors interrupt work and anger some program participants, but the news coverage itself, the officials suggest, created a problem.

It raised unrealistic expectations.

"We became the hopes and dreams of all policymakers, all disciplines," said Gina Barclay-McLaughlin, the program's executive director. "We have isolated ourselves recently so we can do what we want to do."

What the project administrators want to do has proved to be a more formidable undertaking than even they had imagined, they freely admit.

It is to improve—by means of a range of social, medical, and educational

*Continued on Page 6*

## Also in the news

5 **Boosting Mathematics**
The National Academy of Sciences calls for fundamental revisions at all levels of education—and for greater school use of calculators

8 **'Legalizing' a Profession?**
Connecticut rejects an independent licensing body, but New York is studying a professional-standards board with a teacher majority.

## IN SUMMARY

**Setback for 'Equal Access'**
A federal appeals court has ruled that student prayer or Bible-study meetings on school grounds violate the separation of church and state mandated by the U.S. Constitution. **Page 4.**

**Georgia Desegregation Ruling**
The U.S. Justice Department is entitled to a ruling on whether school districts involved in longstanding desegregation cases have achieved unitary status, a federal judge has held. **Page 4.**

**Bayh's Unity Plea**
Gov. B. Evan Bayh 3rd of Indiana has called on his state's political leaders to "reject the partisan posturing of the past" and work together to help improve the public schools. **Page 9.**

**Choice Drive Renewed**
Gov. Tommy G. Thompson of Wisconsin has asked legislators to consider a new version of his proposal to give parents greater choice in the selection of their children's schools. **Page 10.**

**Bending Bush's Ear**
John Sculley, head of Apple Computer Inc. and chairman of an educational advisory panel, met last month with George Bush to suggest ways to enhance the federal role in education. **Page 15.**

**Another Round on Day Care**
The day-care debate has begun again on Capitol Hill, as a Senate hearing last week considered a proposal authorizing $2.5 billion to subsidize child care for low-income families. **Page 15.**

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**FORUM**
Switching Labels: From Vouchers to Choice
**Statement on Page 27**

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# ACROSS THE NATION

## NATIONAL

### P.B.S. Creates Advisory Panel On K-12 Educational Services

The Public Broadcasting Service has established an advisory panel of educators and broadcasters for its elementary/secondary service.

PBS

Committee members, chosen by their respective institutions, will try to identify educational needs that public television and instructional technology can fill, P.B.S. officials said in announcing the creation of the new panel.

Included on the 26-member committee are representatives of major education groups, members of the P.B.S. board of directors, officials of national and regional public-television organizations, and public-television station managers.

Among the prominent educators named to the group are Gregory R. Anrig, president of the Educational Testing Service; Gordon Cawelti, executive director of the Association for Supervision and Curriculum Development; and Jerry L. Evans, state superintendent of public instruction for Idaho.

■ **The next civilian to fly on a space shuttle will be a teacher,** the National Aeronautics and Space Administration has reaffirmed.

Once the agency's "backlog of high-priority missions" has been reduced and the shuttles' capability for "safe, reliable operation" has been proven, NASA officials said in a statement Jan. 12, "first priority will be given to a 'Teacher in Space' in fulfillment of space-education plans."

The agency has received numerous queries about the status of plans to put a teacher and a journalist into space, officials said.

Civilians were barred from such missions after the shuttle Challenger, carrying Sharon Christa McAuliffe, a high-school teacher from Concord, N.H., and a crew of six professional astronauts, exploded on Jan. 28, 1986.

Barbara R. Morgan, an elementary-school teacher from McCall, Idaho, who was Ms. McAuliffe's backup, is awaiting her chance to fly when NASA issues the call, said Pamela Bacon, coordinator of the Teacher-in-Space program. "She has always wanted to do it and she still does," Ms. Bacon said last week.

## STATES

### Two State Courts Back Limits On Regulation of Church Day Care

Courts in Missouri and Minnesota have issued rulings limiting the power of the states to regulate religiously affliated child-care programs.

In Missouri, Circuit Judge Robert H. Dierker Jr. held that state laws exempting church-affiliated day-care centers from licensing regulations were constitutional and a "reasonable accommodation" of the First Amendment right to freedom of religion.

The Child Day Care Association of St. Louis had challenged the exemptions, arguing that they gave church-related centers a competitive advantage over other programs.

The Minnesota case concerned a year-long effort by state officials to require a church-run preschool in Marshall to obtain a license as a day-care center.

District Judge George Harrelson declared that the state's move to make the church's program meet requirements for day-care centers was "vague and unconstitutional."

Judge Harrelson also recommended that the legislature clarify the state's definition of programs subject to licensing requirements, in order to offer "additional protection to the religious freedom of all Minnesotans."

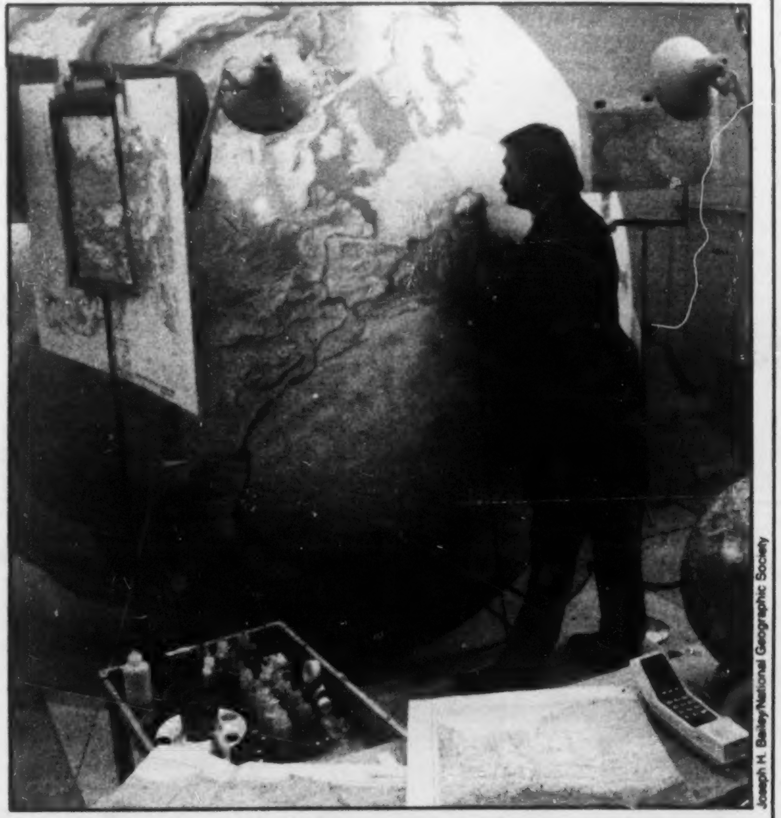
The U.S. Supreme Court last month declined to review a ruling that upheld a Virginia law exempting church-run child-care centers from compliance with health and safety regulations. *(See Education Week, Jan. 25, 1989.)*

■ **Trustees of the Florida School for the Deaf and Blind have rejected a proposal to have the troubled facility licensed by the state department of health and rehabilitative services.**

The proposal was one of 101 made by the department in a report written in the wake of a 9-year-old deaf and mentally handicapped pupil's death by scalding last year.

Instead, the board, which is not responsible to any state agency, voted to hire a consultant to study the cost of meeting licensing standards.

## *A Whole New World*



Joseph H. Bailey/National Geographic Society

A cartographic artist works on an 11-foot globe installed last month at the National Geographic Society's headquarters in Washington, D.C. The sphere is the centerpiece of a new, high-technology exhibit on geography and weather.

## DISTRICTS

### Texas Court Blocks Drive For School-Tax Rollback

A Texas district-court judge has blocked the efforts of a citizens' group to force the Lake Worth Independent School District to roll back tax rates and provide refunds to taxpayers.

District officials had warned that they might be forced into bankruptcy if required to return the estimated $1 million in tax revenues.

The group, the Committee for Responsible Leadership, had gone to court seeking an election to overturn property-tax increases implemented by the district in 1987. The 1,400-pupil district had raised its tax rate by 32 percent in what officials described as an effort to fund changes mandated by the legislature, such as teacher pay raises and lower teacher-student ratios.

Judge Scott McCown dismissed the case because the district did not have the resources to refund the taxes and because delays in bringing the matter to court had nullified the issues involved, explained Randall Wood, a lawyer representing the district.

Residents fighting the tax increase should have tried to get a temporary injunction before taxes were collected under the new rates, the judge said.

■ **Cleveland students who graduated last June earned more than $200,000 under an unusual scholarship program.**

The district's program, which began in February 1988, gives students scholarship money for good grades. An A is worth $40, a

# Academy Urges Nation To 'Wake Up' And Revamp Mathematics Education

By Robert Rothman

WASHINGTON—With a dramatic plea for the nation to "wake up" to the need to address the impoverished mathematical abilities of its young, the National Academy of Sciences last week called for a sweeping overhaul of the way the subject is taught at all levels of education.

Among its recommendations for elementary and secondary schools is a controversial proposal that teachers make greater use of hand-held calculators as a way of helping their students keep pace with a "mathematical revolution" that favors the logic of problem-solving over purely computational skills.

The report by the academy's National Research Council warns that failure to correct existing educational deficiencies will have social as well as economic consequences.

"We are at risk of becoming a divided nation in which knowledge of mathematics supports a productive, technologically powerful elite while a dependent, semiliterate majority, disproportionately Hispanic and black, find economic and political power beyond reach," it says.

Although reform is needed in much of the education system, the report notes, math is particularly crucial because of its central role in preparing students for job opportunities and in developing their thinking skills.

Despite this importance, however, most Americans lack the mathematical literacy needed for the future, the report asserts. Three-fourths of all students stop studying the subject before completing prerequisites for college- or career-level work, it maintains, and international comparisons have shown that the achievement level of U.S. students lags far behind that of other countries.

These trends have developed in large part, the study contends, because schools have failed to adapt math instruction to current and future needs.

In addition, it says, "broad-brush" reform efforts, such as the push to increase graduation rates, have exacerbated the problems by failing to raise standards for achievement.

To bring about meaningful changes, the academy report urges national leaders to wage a massive campaign to develop new curricular standards; enhance teacher professionalism; design new forms of assessment that meet instructional goals; and push for the creation of a "tradition" of elementary-school math specialists.

Above all, it says, leaders must generate political support, so that such changes can be implemented at the local level.

> *"The basic goal should be to encourage students to think mathematically."*
>
> —Shirley A. Hill

But while the need for reform is "urgent," the report concludes, the prospects for success are good.

"Because of emerging general agreement within the mathematics, mathematics-education, and related professional communities on goals for mathematics education and the means for achieving them," it states, "there is at this time a special opportunity for the nation to push ahead boldly in this area of education."

"It is time to act," the academy concludes.

### 'A Special Role'

The report issued last week, "Everybody Counts," is the "public preface" to the work of three academy committees charged with studying problems in mathematics education and working to bring about reforms.

"It is not the final report of a commission," the academy's president, Frank Press, notes in a foreword, "but the beginning of a process in which teachers, state and local authorities, and the varied constituencies of mathematics education can draw together in a sustained revitalization effort."

The committees include the Mathematical Sciences Education Board, a 34-member panel of mathematicians and educators focusing on math education at all levels; the Board on Mathematics Education, a 15-member committee studying math research; and the Committee on Mathematical Sciences in the Year 2000, a 21-member group addressing proposals for reforms in undergraduate math instruction.

Over the next few years, the groups expect to issue additional reports on curricular reforms, work with parents, and hold symposia on minority achievement, among other activities.

The report, written by Lynn A. Steen, professor of mathematics at St. Olaf College, notes that while all subjects are important to students' educational and career prospects, math "plays a special role in school education."

Because of the growing importance of science and technology in a technological society, the document argues, mathematical "habits of mind" are increasingly vital to youths' career opportunities.

Moreover, it suggests, an understanding of the subject is an important element in developing general literacy, because of the growing mathematical content of written material, such as newspaper articles.

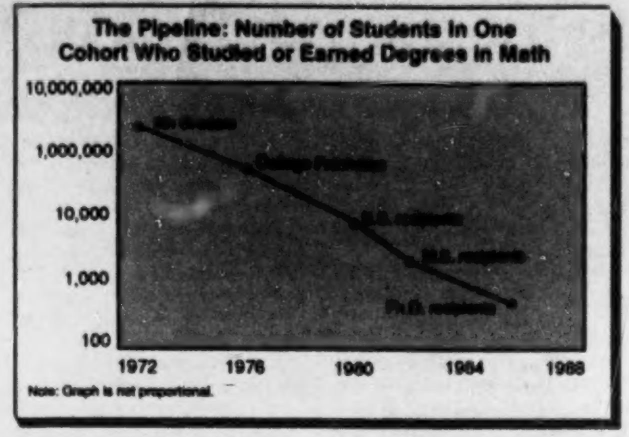
Properly taught, the report observes, math can inculcate the "power of thought," rather than the "power of authority."

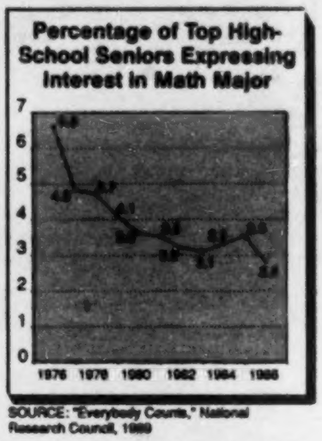
### 'Raise the Water Table'

These benefits notwithstanding, schools have failed, the study charges, to generate either a sufficient supply of mathematically trained personnel or an adequate level of general mathematical literacy.

Such problems will become more acute in the coming decades, it notes, as the proportion of women and minorities in schools grows. These groups, the report points out, have traditionally been underrepresented in math; yet, by the end of the century, only 15 percent of net new entrants to the labor force will be white males.

"[T]he United States is reasonably successful in tapping and channeling the highly visible talent springs which develop without special support from formal schooling," it states. "But these sources are inadequate to our national need. We must, in addition, raise the entire water table."





SOURCE: "Everybody Counts," National Research Council, 1989

### Math's 'Revolution'

Schools have been hampered in part, the report suggests, by the erroneous belief among many Americans that performance in the subject is based on innate ability, rather than effort, and by peer pressure that "makes good performance in mathematics socially unacceptable."

But perhaps more importantly, it states, school math has failed to keep pace with changes in mathematical sciences.

"The arithmetic, algebra, geometry, and calculus taught nowadays are mere shadow images of modern mathematics," it states.

The growing use of computers and calculators, together with the increase in mathematical applications in a wide range of fields, the study says, have created a "revolution" in the mathematical sciences "that must be reflected in the schools if our students are to be prepared for tomorrow's world."

To incorporate such changes, teaching in the field must shift from an emphasis on rigid rules and procedures to an approach that encourages students to discover patterns and make conjectures based on observations, the study contends.

"We believe that the 'lecture-and-listen' format that currently predominates in most mathematics classrooms is one reason why so many students are turned off to mathematics early in their lives," Shirley A. Hill, chairman of the academy's math-education board, said at a press conference here.

"We recommend that teachers serve more as class facilitators, moderators, questioners, and coaches than as lecturers," Ms. Hill said. "The basic goal should be to encourage students to think mathematically, rather than simply to memorize mathematical skills without understanding."

### Hand-Held Calculators

In addition, the report states, the objectives for math instruction at all levels should shift to reflect present-day and future needs.

In particular, it says, elementary-school instruction should move beyond the traditional focus on "shopkeeper" arithmetic skills to an emphasis on the development of "number sense."

Young people should not only know how to estimate and calculate, it advises, but also how to decide whether to estimate and calculate.

Developing such skills, the academy argues in a proposal likely to be controversial, would require greater use of hand-held calculators.

In addition to exposing young people to tools most adults use routinely, it notes, the use of calculators can also enable children to move beyond simple whole-number computations.

"Many adults fear that early introduction to calculators will prevent children from learning arithmetic 'properly,' as their parents learned it," the report states. "The experiences of many schools during the last 15 years show that this fear is unfounded."

"Students who use calculators," it maintains, "learn traditional arithmetic as well as those who do not use calculators and emerge from elementary school with better problem-solving skills and much better attitudes about mathematics."

High-school math, according to the report, should continue to focus on "the transition from concrete to conceptual mathematics."

But the secondary curriculum should encompass greater breadth than it currently does, and should help students develop "symbol sense."

"High-school graduates need to know enough about chance to understand health and environmental risks; enough about data and experiments to understand the grounds for scientific conclusions; enough about representation to interpret graphs; and enough about the nature of mathematics to be supportive parents to their children, who will learn aspects of mathematics that their parents never studied," it concludes.

Reforms in the undergraduate curriculum are the "linchpin" for revitalization efforts, it adds, and should be aimed at producing a new generation of teachers exposed to the instructional styles and course content required for classroom improvements.

"It will no longer do for teachers to teach as they were taught in the paper-and-pencil era," it asserts.

Copies of "Everybody Counts—A Report to the Nation on the Future of Mathematics Education," are available for $7.95 each, with discounts for multiple orders, from the National Academy Press, 2101 Constitution Ave., N.W., Washington, D.C. 20418.

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## State Offers Grant for Technology-Based Courses

The California Department of Education is soliciting proposals for an unusual "technology based" curriculum package for middle-school science courses.

The department is offering a $1-million grant to the group that comes up with the best plan for incorporating such technological aids as computers, videocassette recorders, and videodisk players into the teaching of science to 6th-, 7th-, and 8th-grade students.

The group selected would be expected to devote at least $500,000 of its own funds to the project. The curriculum would have to be developed within three years of the awarding of the grant.

"It is expected that the organizations joining in this effort will contribute a major portion of the investment capital and, in return, will receive guidance from the state department," states the request for proposals for "Science 2000: Technology Resources Management Project."

According to Marleen Tucker, a consultant in the office of educational technology, the department "initially thought it would have all the materials to develop [the program] in-house."

Further research indicated, however, that it would have cost up to $10 million to obtain copyright agreements and other requirements.

"It was beyond our means," she said.

So the department is urging private businesses, public broadcasters, local education agencies, colleges and universities, and other parties to put forward proposals that "clearly demonstrate the integration of a non-text-based delivery system."

The request for proposals also stipulates that, "Instructional materials must go beyond drill and practice" to "allow students to explore scientific concepts in depth."

The document calls for a program that encourages students to "perform experiments not normally performed in the classroom, experience new environments, and see visuals that illustrate the invisible."

State officials plan to test the curriculum in a number of California schools before making it available to teachers.

The deadline for submission of proposals is April 13.

Information about the project is available from the Office of Educational Technology, State Department of Education, P.O. Box 944272, Sacramento, Calif. 94244-2720. —P.W.

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# Report Expected To Sharpen Policy Debate on Homeless

By Lisa Jennings

WASHINGTON—The majority of homeless children in the United States do not attend school and lack access to the educational services they are entitled to, a report to be presented next week to the Congress will argue.

The report, being compiled by the new office for the education of homeless children and youth within the Education Department, represents the first stage in federal efforts to help states make adequate plans to deal with a problem that officials at both levels of government say is more pressing than they had realized.

Both state and federal planners last week acknowledged, however, that the forthcoming report's count of homeless children, to be released Feb. 15, will represent "very conservative" numbers supplied by the states. The state counts come from rough estimates and anecdotal evidence, they said, and reflect political pressures on officials to downplay the scope of the problem.

Those interviewed last week agreed that their tallies most likely represent only a third of their states' total population of homeless children.

Even so, said Edward E. Smith, the federal official who is preparing the report, "the

Continued on Page 19

AP/WorldWide Photos

Barbara Bush reading to homeless children in Washington last week.

# Futrell Backing Full Funding for A Merit-Pay Plan

## *Hints Policy Shift on Locals' 'Risk-Taking'*

By Lynn Olson

In a rare move, the president of the nation's largest teachers' union has publicly praised the work of a local affiliate to devise a performance-based pay plan for teachers.

But the suprise statement may mark a shift in the union's attitude toward risk-taking local affiliates, rather than a change in its policy on merit pay.

In a speech before the Fairfax (Va.) Chamber of Commerce Jan. 27, Mary Hatwood Futrell, president of the National Education Association, said that if the local school board votes to fully fund the performance-based pay plan next week, it will mark a "truly historic" date in education.

"To my knowledge," she said, "Fairfax would then be well on the way to becoming the first and only county in the nation to institute a successful performance-based teacher-compensation plan."

Fairfax County's superintendent, Robert R. Spillane, last week characterized the speech as a "major shift" for the N.E.A., which has previously refused, in Mr. Spillane's words, to "in any way support, condone, or encourage" efforts to create merit pay for teachers.

"It certainly is a departure," he said.

The union traditionally has resisted performance-based pay on the grounds that salaries should be raised for all teachers, not just a select few. In addition, it has questioned the fairness and accuracy of the evaluations associated with such plans.

Continued on Page 20

# 1 in 5 Schools Miss Asbestos Deadline; Could Face Fines

By Ellen Flax

WASHINGTON—Schools could be fined up to $5,000 for not meeting the first deadline of the federal asbestos law, according to a policy statement issued last week by the U.S. Environmental Protection Agency.

Agency officials estimated that approximately 20 percent of all public and private schools missed the October 1988 deadline and could be fined.

Negligent schools, however, may be given an additional 60 days to comply with the law before being penalized, according to the policy statement.

The document outlines how the agency will enforce the Asbestos Hazard Emergency Response Act of 1986. It required schools to inspect for asbestos and submit management plans to state officials by Oct. 12, 1988. Schools that could not meet the deadline were required to file a request for a deferral of up to seven months by the same date.

Although the 1986 law is the most stringent yet passed, many observers have questioned the agency's ability to enforce it, citing a history of inadequate federal efforts under previous asbestos laws.

The agency has about 30 staff members nationally assigned to the effort, and officials in a dozen states have pledged to join in enforcement activities. E.P.A. officials said last week that they had no plans to expand their enforcement staff.

According to the document, schools that did not meet the first deadline—and schools that violate other parts of the law—could face fines ranging from $40 to $5,000.

Schools that despite repeated requests fail to comply could face a heavier financial penalty—a maximum fine of $5,000 per day. And asbestos professionals whom schools have hired to comply with the law could be fined up to $25,000 a day for serious violations, the statement notes.

Because the federal law prohibits the agency from issuing fines for most potential violations, the document says the E.P.A. will, for

Continued on Page 18

# Holmes Group Finds Mixed Results In Universities' First Reform Efforts

By Lynn Olson

ATLANTA—Initial attempts to improve how teachers are prepared at leading research universities have produced mixed results, according to a new study.

The forthcoming report by the Holmes Group, a consortium of 96 higher-education institutions, cites "unmistakable" signs of progress in some areas but says they coexist with minimal change and continued obstacles in others.

A draft of the unusually frank document, "Work in Progress: The Holmes Group One Year On," was obtained during the organization's third annual meeting here Jan. 27-29.

It provides the first indication of how seriously research universities have taken their pledge to reform teacher training since joining the Holmes Group in 1986.

The document summarizes the progress reports submitted by 71 institutions after their first year in the consortium.

Although 25 universities did not submit formal reports, some of them are also engaged in innovative work on their campuses, according to Holmes officials.

The Holmes Group's 1986 manifesto, *Tomorrow's Teachers*, sent shockwaves through the education community, particularly its recommendation that the undergraduate education major be replaced with a prolonged sequence of study—including a liberal-arts major and more extensive

Continued on Page 8

# Alabama Pension Fund's Television Venture Sparks Political Feud

By Mark Walsh

The proposed purchase of a commercial television station by the Alabama teachers' and public-employees' retirement systems has sparked a major controversy in the state and underscored a political power struggle between the Republican governor and the Democratic head of the Alabama Education Association.

Gov. Guy Hunt has vowed to fight "with everything in our power" to keep the Retirement Systems of Alabama from taking over WSFA-TV, the NBC affiliate in Montgomery and the state capital's dominant station.

The retirement funds, acting through a subsidiary called RSA Media Corporation, reached an agreement Dec. 15 to purchase the station for $70 million from Cosmos Broadcasting Corporation, based in Greenville, S.C. The sale of the station is awaiting approval by the Federal Communications Commission.

WSFA 12
Montgomery

Pension officials last week said they believed it would be the first purchase of a television station by a public pension fund.

"We are not aware of any other pension system that has done this," said William Walsh, an official of the Alabama retirement systems.

Other public entities own commercial broadcast properties, including the city of New York and a number of state universities, according to Alan E. Glasser, a staff lawyer with the Federal Communications Commission.

But Bruce Hineman, executive secretary

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**Milwaukee Decentralizes**
Six "service areas" will put administrators closer to school, community needs.
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**'We Want More for Kids'**
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**Drug-Testing Blocked**
A federal judge calls plan for Indian-school employees "bureaucracy run amok."
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Following the slaying of five pupils in Stockton, Calif., last month, school-related shootings in at least other six cities have heightened public concern over questions of campus safety. **Page 5.**

**Attacking Racial Ills**
Racial tensions that have split the city of Dallas must be attacked through a massive education campaign, both in schools and in the community, a mayoral panel has concluded. **Page 7.**

**21st-Century Demography**
New projections by the U.S. Census Bureau show a slowdown in population growth, but the number of elementary-school-age children is likely to remain above its current level until 2038. **Page 6.**

**Mountain State Budget Crisis**
Faced with mounting fiscal problems, West Virginia lawmakers last week adopted the largest tax increase in state history and ordered stiff budget cuts that include school aid. **Page 11.**

**Drug-Free Work Sites**
Most state agencies and many school districts will be required to certify that their workplaces are free of illegal drugs, under new federal regulations that take effect next month. **Page 16.**

**Proprietary-School Crackdown**
Federal officials, citing allegedly false claims that had earned a major trade school millions of dollars in student aid a year, last week moved to cut off such aid to four courses offered by the school. **Page 18.**

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**CONVENTIONS IN PRINT**
An *Education Week* guide to the annual convention of the National Association of Secondary School Principals in New Orleans, La.
**Begins opposite page 16.**

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# ACROSS THE NATION

## NATIONAL

### American Jewish Committee Backs 'Values Education' in Public Schools

Despite concerns among many parents that efforts at "values education" could become "a smokescreen for teaching religious precepts," the public schools have a responsibility to instill basic moral principles in students, a national Jewish organization argues in a report to be released this month.

If they do not teach values, warns the Education Policy Task Force of the American Jewish Committee, educators may foster "moral confusion" in students.

In its report, the task force emphasizes that "it is not necessary to teach religion in order to teach values," such as honesty, responsibility, and loyalty.

"What we are trying to do is to help create a climate in which these emotional issues can be discussed more rationally," said Marilyn Braveman, education director for the New York-based organization.

"We say that schools have to start consciously being aware of the values they are transmitting," she continued.

The year-long study of aspects of public education, entitled "Educating for Diversity: Teaching Values, Cultures, and Languages," also examines issues, such as bilingual education, relating to the increasing heterogeneity of the school-age population.

The report calls for renewed support for "intergroup-relations" programs aimed at promoting understanding among students of different backgrounds. It argues that such programs should touch on the experiences of Jewish and other "ethnic" Americans, as well as those of members of racial minorities.

## STATES

### Oregon Rule Would Mandate Number of Classroom Hours

Some Oregon students could be spending more hours in school each year under a new rule being considered by the state board of education.

The proposed change would replace the state's minimum requirement of a 175-day school year with a rule specifying the total amount of annual instructional time for each grade level. Students in grades 9-12 would have to receive 1,020 hours of instruction each year. The requirements for other levels would include 930 hours for grades 4-8, 840 hours for grades 1-3, and 435 hours for kindergarten.

Superintendent of Public Instruction Verne A. Duncan said the change was proposed after surveys taken across the state during the 1987-1988 school year showed wide variations in the amount of time students spent in class.

The proposal will be the subject of a public hearing this month.

■ **"Turf" battles between unions representing Pennsylvania teachers and government employees would come to an end** under a new, three-year "no raid" agreement.

Leaders of the Pennsylvania State Education Association and the American Federation of State, County, and Municipal Employees agreed last month that if one union already represents employees of an office or institution, the other will not attempt to organize there.

Organizations whose employees are not represented by either union will continue to be fair game for both.

Under the agreement, the teachers' union, an affiliate of the National Education Association, will have exclusive jurisdiction over education professionals while AFSCME will have the franchise for non-education government employees.

But both unions will be allowed to organize all other employees, including such education-support personnel as secretaries and cafeteria workers.

Affiliates of the N.E.A. and AFSCME have forged similar agreements in a number of other states.

■ **Record cold temperatures forced the governors of Montana and North Dakota to close all elementary and secondary schools in their states late last week.**

In both states, schools were closed last Thursday and Friday, according to state education officials.

The frigid weather had earlier prompted school shutdowns in Alaska, affecting as many as one-third of the state's public-school students. Closings had been reported in 33 of Alaska's 55 districts, enrolling an estimated 35,000 students, officials there said last week.

The cold air was trapped over Alaska for more than two weeks before moving into the lower 48 states. Accounting for the wind-chill factor, temperatures in some parts of Alaska had dropped to 100 degrees below zero.

■ **Arizona middle- and high-school students must earn passing grades in all courses to be eligible for extracurricular activities,** a new state rule says.

The rule also bars students from dropping courses they are likely to fail in order to maintain their eligibility for athletics and other activities.

For the past two years, the state has allowed school districts to set their own eligibility standards. But critics complained that some districts were letting students who failed a course continue to participate as long as they had an overall C average.

The legislature voted last year to require the state board of education to set statewide standards. The board did so last month.

## DISTRICTS

### Parents' Move To Hire Teacher Spurs Equity Debate in Maryland

A group of Montgomery County, Md., parents agreed last week to drop plans to hire a mathematics teacher for their children's school after the district superintendent promised to seek county funds for an additional instructor next year.

The parents' effort had generated heated controversy in the district over the fairness of allowing parents to provide resources for some schools that would not be available to others.

Members of the parent-teacher association at the East Silver Spring Elementary School, a magnet school for mathematics and science in the Washington suburb, had planned to pool their own money to hire a part-time "volunteer" to supplement the teaching staff, after failing for three years to persuade the district to furnish one.

But Superintendent Harry Pitt quashed

### A Fowl Predicament

Sherwood Landers

A gaggle of Canada geese waddles across a school playfield in South Yarmouth, Mass., where they have set up residence. Officials are concerned about the health threat posed by the birds' droppings, but have been unable to shoo them away.

the plan, arguing that the district historically had opposed such arrangements as giving an "inequitable" advantage to students in well-to-do areas.

Parent leaders had vowed to ignore Mr. Pitt's decision and openly criticized the district's management during a meeting of the school board late last month.

After meeting with the parents, however, Mr. Pitt agreed to ask the county council for $30,000 to hire another teacher for the school. He denied that his move was in response to parental pressure, saying that he made the decision after reviewing staff and enrollment figures at several schools.

■ **The Fairfax County, Va., school system is not responsible for the legal costs incurred by a child with AIDS who sued to be readmitted to school,** a panel of federal judges has ruled.

The U.S. Circuit Court of Appeals panel in Richmond ruled that the district did not have to pay $15,380 in lawyers' fees because its January 1988 decision to readmit the child was not influenced by a lawsuit filed on his behalf during the preceding week.

The child had been barred from kindergarten during the last two months of 1987.

In a related development, a Florida district has agreed to pay $350,000 to a child with AIDS who was barred from school between February and September 1987.

The settlement between the Manatee County school board and the child, Christopher Case, is expected to be approved by a federal judge in Tampa, said Judy Kavanaugh, a lawyer for the boy.

■ **Mid-year pay cuts affecting teachers and other employees of the East St. Louis school district constitute an unfair labor practice,** according to a complaint filed with the Illinois Educational Labor Relations Board by the city's teachers' union.

The board has agreed to hear the case and to seek an injunction to bar the district from carrying out plans to change its benefits policy and to withhold up to two days' pay each month, said Terry Turley, president of the East St. Louis Federation of Teachers.

Mr. Turley said that existing contracts with employees prevent the school board, under strict state supervision because of the district's weakened financial condition, from cutting salaries in order to reduce the budget by $1 million.

■ **School officials in Horry County, S.C., returned books dealing with abortion and homosexuality to school-library shelves late last month,** after their lawyer advised them that inclusion of the volumes did not violate the state's new health- and sex-education law.

The law prohibits teachers from providing information about abortion, and allows them to refer to homosexuality only when discussing sexually transmitted diseases.

The officials said they removed the books because they were unsure whether the law could be interpreted to include school libraries as an extension of the classroom, or librarians as teachers.

■ **Preschool-age children who live near a Leeds, Ala., factory that recovers lead from batteries will be tested for unsafe levels of the metal in their blood.**

Children are believed to be especially vulnerable to lead exposure, which has been linked to heart and kidney problems as well as learning disabilities.

Area residents had pressed for the tests after learning that a higher proportion of learning-disabled students had been found at the local elementary school than at other schools in the district.

The tests will be conducted this summer.

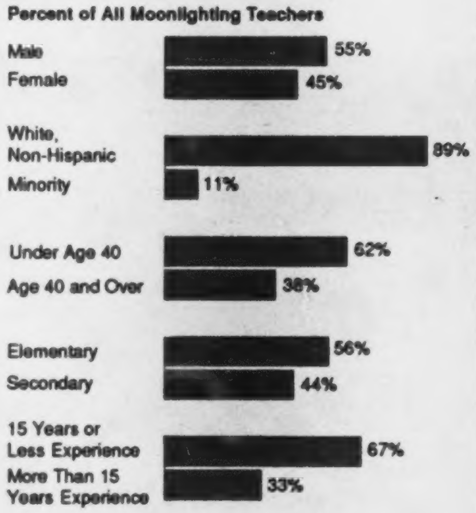
■ **A high-school hockey player in Wisconsin died of heart failure last month after being hit in the chest by a puck.**

Jeff Merrill, a 15-year-old member of the team from Goodrich High School in Fond du Lac was struck in an area of his chest that was not protected by padding, said Ron McCreedy, assistant principal at the school.

The youth went into convulsions immediately and was pronounced dead 30 minutes later. The county coroner said the force of the puck stopped the boy's heart.

## DIMENSIONS

# Moonlighting Teachers



Public-school teachers are considerably more likely than the rest of the working population to "moonlight," or hold a second job, according to a new study by the National Center for Education Statistics.

On the basis of a 1985 survey, the report estimates that 525,280 teachers—about 26 percent of the 2 million full-time teachers in public elementary and secondary schools—held a second job at some point during the year.

By contrast, only 5.4 percent of all employed workers were holding down a second job in 1985, according to Bureau of Labor Statistics information cited by the report.

The survey found that teachers were more likely to moonlight if they were male, white, under age 40, and had less than 15 years experience in the field. Secondary-school teachers were more apt to moonlight than were those working in elementary schools, the study indicated, although the absolute number of moonlighting teachers at the lower level was larger.

Copies of "Moonlighting Among Public School Teachers" (CS 89-119) may be obtained without charge by writing to the Educational Information Branch, Office of Educational Research and Improvement, Room 300, 555 New Jersey Ave., N.W., Washington, D.C. 20208.

## PEOPLE

■ Movie theaters in the Paterson, N.J., area were sold out several weekends ago, when they offered sneak previews of "Lean On Me," a film about **Joe Clark.**

The film depicts the principal's controversial efforts to improve troubled Eastside High School.

Mr. Clark, who is portrayed in the film by actor Morgan Freeman, says he has not let fame go to his head. "I understand success and failure are imposters, and I take them both lightly," he told reporters.

Nor does he expect a financial windfall from "Lean on Me," which he predicts will yield him only "a pittance." The film's nationwide premiere is scheduled for early next month.

■ **Steve Knight**, a Maine teacher, and 18 of his students were scheduled to leave this week for Vietnam, on what is believed to be the the first trip to that country by a group of American public-school students.

A teacher at Lawrence High School in Fairfield, Mr. Knight organized the 17-day trip as the culmination of an independent course entitled "Vietnam Learning Group," which drew participants from five local high schools.

The travelers, who underwrote some of the $2,300 per-person cost of the trip through fundraising, will begin their tour of Vietnam in Hanoi and proceed south to Ho Chi Minh City, formerly Saigon. Along the way, said Mr. Knight, the group will visit schools, museums, underground tunnels left by the Viet Cong, and a hospital where victims of the herbicide "Agent Orange" receive treatment.

But the most satisfying part of the trip, said Mr. Knight, will be the opportunities to "meet and interact with Vietnamese people, who are very interested in meeting Americans."

# *A Lesson, for a Song*

With any luck, elementary-school students in Fulton County, Ga., will soon be inviting parents and teachers—and perhaps even members of the Atlanta Opera Guild—to attend opening-night performances of their unique, operatic versions of "Peter Pan," "Robin Hood," and "The Tortoise and the Hare."

The performances will mark the culmination of "Opera Works for Learning," a six-week interdisciplinary program designed to promote children's learning through creative activity. Under the guidance of Carroll Rinehart, a nationally known music educator and author who is currently the school district's artist-in-residence, students at three schools have been busy creating plots, writing dialogue, and composing melodies for their operas.

Creating an opera teaches students about many things besides music, notes Joanna Rainey, the district's fine-arts and humanities consultant. Developing dialogue requires language-arts skills, she says, while staging and creating sets calls for mathematical ability.

"We are using the art form of opera as the vehicle to creative learning," she explains.

The program is funded by the Atlanta Opera Guild and the Fulton County Public Schools Foundation. Sponsors hope to bring it to other schools in the district as well. This summer, a workshop will be held for teachers who might be interested in "conducting" a project themselves.

"The kids love the program," says Ms. Rainey. And because they take their enthusiasm home, she adds, parents, too, have been swept up in the excitement.

—J.W.

## UPDATE

■ **Four members of the school boards of Community Districts 9 and 12 in New York City have been indicted by a Bronx grand jury** on charges ranging from bribe-taking to the theft of school equipment. *(See Education Week, Dec. 7, 1988.)*

The grand jury, one of several investigative bodies looking into allegations of corruption in the nation's largest school system, also indicted a former superintendent of District 9.

Meanwhile, the New York State School Boards Association has offered to provide training in ethics and other leadership skills for candidates for the 288 seats on the city's 32 community school boards that will be at stake in a May election. Newly elected board members will be able to receive training throughout their three-year terms of office.

The state association made the offer in response to the corruption allegations, which involve as many as 10 of the city's community school districts.

"One of the things that became evident to the city's central school officials was that these people had not had sufficient training," said Louis Grumet, the executive director of the group.

■ **The Yonkers, N.Y., school board and the N.A.A.C.P. have the right to sue the state to recover some of the projected costs of a planned second stage of school desegregation in the district,** a federal judge has ruled. *(See Education Week, Feb. 10, 1988.)*

The ruling last month by U.S. District Judge Leonard B. Sand cleared the way for a trial in the lawsuit, which contends that state actions contributed to segregation of the district's schools.

### Correction

Based on information supplied by the American Bicentennial Inaugural Committee, the Jan. 18 listing of high-school bands participating in the inaugural parade failed to include the Montrose (Pa.) Area High School band.

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EDUCATION WEEK

*American Education's Newspaper of Record* Volume VIII, Number 21, February 15, 1989 *© 1989 Editorial Projects in Education* *$2.50*

M. Carlebach

**Immigrant parent comforts child in temporary Miami shelter.**

# Dade County Seeks Federal Aid To Deal With Nicaraguan Influx

**By Lisa Jennings**

Saying they are being overwhelmed by a new and unexpected influx of Nicaraguan immigrants, Dade County, Fla., education officials have launched an intensive lobbying effort to bring more federal aid to Miami-area schools.

Dade County school-board members met with Florida's Congressional delegates in Washington last week to ask for help in dealing with what officials describe as "a crisis of major proportions."

In 1987-88, county schools coped with an unexpected 3,379 Nicaraguan students. Another 4,657 are predicted by the end of 1989. That means, Dade officials say, that their schools are having to absorb some 500 new Nicaraguan students each month this year.

Last month alone, however, 889 Nicaraguan students enrolled in the county, according to James Fleming, assistant superintendent for community and management services. Over all, enrollment in the district—the nation's fourth-largest—will rise to 266,583 this year, up from 253,984 in 1987-88.

In addition to problems with overcrowding, a shortage of bilingual programs, and racial tension, school officials say they face skyrocketing expansion costs.

Short-term temporary classroom space for the new students is expected to cost about $14 million. "Some schools already

*Continued on Page 19*

# Bush's Revisions Add $441 Million To E.D. Budget

## *Seeks 'Merit Schools,' Science Scholarships*

**By Julie A. Miller**

WASHINGTON—President Bush last week unveiled 1990 budget revisions that would provide an additional $441 million for the Education Department, most of it for a series of new initiatives.

They include a "Merit Schools" program, awards for outstanding teachers, a science-scholarship program, an alternative-certification initiative, and a new magnet-schools program.

The Bush plan reportedly would rescind a Reagan Administration proposal to cut the school-lunch program. In addition, it calls for a child-care tax credit, increased funding for the National Science Foundation and the Head Start program, and a youth-service initiative that would cost $1 billion over four years.

In the Feb. 9 address to lawmakers, marking Mr. Bush's first speech before a joint session of the Congress, he called efforts to improve education "the most important competitiveness program of all," and reaffirmed his campaign pledge to be the "education President."

"We must reward excellence and cut through bureaucracy," he said. "We must help schools that need help the most. We must give choice to parents, students, teachers and principals, and we must hold all concerned accountable."

"In education," he declared, "we cannot tolerate mediocrity."

The $441 million Mr. Bush proposed add-

*Continued on Page 18*

# Judge Finds Bias In Scholarships Based on Scores

**By Mark Walsh**

A federal judge's ruling that the awarding of New York State scholarships based on Scholastic Aptitude Test scores discriminates against female students could lead to other legal challenges to the test, some experts predicted last week.

Judge John M. Walker ruled Feb. 3 that New York's use of the S.A.T. as the sole criterion for awarding its Regents and Empire State Scholarships discriminated against females because they traditionally score lower than males on the standardized college-admission test.

Longtime critics who claim that the test is inherently biased against women and minorities hailed the judge's opinion as a landmark ruling that would open the door to challenges to other current uses of the test.

"The case is the first challenging any standardized test based on gender discrimination," said Isabelle Katz Pinzler, director of the Women's Rights Project of the American Civil Liberties Union and the lead counsel for the plaintiffs.

The suit was brought against the New York Department of Education by 10 female students and two organizations, the Girls Clubs of America and the National Organization for Women.

"This all helps build the momentum to have the tests overhauled or totally discarded," said Robert A. Schaeffer, a spokesman for the National Center for Fair and Open Testing, the chief critic of the S.A.T.

But the College Board, the organization that oversees the admissions test, and the Educational Testing Service, the organization that develops and administers it, said the judge's ruling was limited in scope.

"By this order, the judge is clearly not taking any kind of anti-S.A.T. stand, but has taken the same position that E.T.S and the College Board have taken on the proper use

*Continued on Page 20*

# Escalating Health-Insurance Costs Eroding Education Pay and Funding

**By Nancy Mathis**

The rapid escalation of health-insurance costs is putting an increasing budget strain on states and school districts, analysts say, and eroding for many teachers the hard-won salary gains of recent years.

With rate increases of from 30 percent to 50 percent not uncommon, union leaders and other officials said last week they fear many school employees eventually could be priced out of insurance programs if present trends continue unabated.

"The problem of getting and keeping health insurance is growing worse and worse," said John Coles, president of the Texas Federation of Teachers.

Though the health-cost crisis is affecting all Americans, experts say it strikes particularly hard at workers in the precollegiate sector. Private insurance carriers, they say, consider school employees to be a high-risk workforce.

The industry's wariness is based on two demographic factors: The aging of the teaching force, which means more members more prone to use medical coverage; and the high proportion among teachers of younger women, a group considered to be a higher insurance risk because of the possibility of pregnancy.

Teachers also have the time and the know-how to use their benefits, some ana-

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# South Carolina Considering 'Flexibility' for High-Scoring Schools

**By Ellen Flax**

South Carolina's governor and key lawmakers are advancing proposals that would release schools with a record of superior academic achievement from compliance with numerous state regulations.

Experts say the concept appears to be one of the most far-reaching attempts yet made by a state to encourage local restructuring of schools, both in terms of the number of schools involved and in the sweep of state rules that would be lifted.

In his State of the State Address last month, Gov. Carroll A. Campbell Jr. unveiled the broad outlines of a plan to exempt nearly one-fourth of South Carolina's 1,100 schools from virtually all state regulations.

Schools would gain the special "flexibility" status, Mr. Campbell's aides said, if their students earned high marks on the state's standardized tests, as compared with other schools whose students have a similar socioeconomic profile. According to a briefing paper, schools would lose the special treatment only if their students' scores "decline significantly."

A slightly modified proposal introduced in the Senate last week would make it more difficult for schools to maintain the special designation. According to the bill, these schools would be exempt from regulations "including, but not limited to, regulations on class scheduling, class structure, and staffing."

Senate staff members estimate that 291 schools would qualify for exemptions under that bill. A similar proposal was expected to be introduced in the legislature's lower chamber this week.

Neither the Governor's nor the Senate's plan specifies whether schools would have to apply for exemptions, or would be granted waivers automatically.

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Diploma-mill operator sentenced; Missouri used "sting" to nab another.
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**Is More Really Better?**
A study of curriculum mandates finds gains for some but little rigor.
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**Montana Finance Ruling**
Acting with unexpected haste, the supreme court declares the system unconstitutional.
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**Voc.-Ed. 'Turning Point'**
The federal reauthorization process is seen as a time for refurbishing its role.
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**Catholic School Closings**
Reacting to a 20 percent drop in its high-school enrollments over the past two years, the Roman Catholic Archdiocese of Washington is planning to close three of its four secondary schools. **Page 6.**

**Learning Laboratories**
The National Education Association has begun efforts to select districts that are interested in turning their schools "upside down or inside out" in order to improve student learning. **Page 6.**

**Hunt Backs Off**
Gov. Guy Hunt of Alabama last week temporarily shelved a proposal, sharply criticized by state education leaders, to divert tax revenues for public schools to the state's ailing general fund. **Page 9.**

**Proprietary Problems**
Speaking to a trade-school convention in Washington last week, Secretary of Education Lauro F. Cavazos had some words of comfort—and caution—for a troubled industry. **Page 15.**

**Abuse in Indian Schools**
Federal officials failed to respond adequately to incidents of sexual abuse of Indian children by reservation-school teachers, a Senate panel was told last week. **Page 15.**

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**FORUM**
Student Grade Retention
**Statement on Page 23**

**CONVENTIONS IN PRINT**
An *Education Week* guide to the annual convention of the American Association of School Administrators in Orlando, Fla.
**Begins opposite page 16.**

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# ACROSS THE NATION

## STATES

### Paddling Bruises Are Not Proof Of Child Abuse, Florida Judge Rules

In a case involving disciplinary actions taken by two school principals, a Florida judge has ruled that bruises caused by paddling do not constitute proof of child abuse.

The Jan. 25 ruling challenges a Florida Department of Health and Rehabilitative Services policy that classifies as a child abuser anyone who inflicts punishment on a child that leaves a visible bruise lasting 24 hours.

In his opinion, Hillsborough Circuit Judge Thomas A. Miller ordered that state health officials strike the names of the principals—Martha F. Hood and Paul E. Rich—from a statewide registry of child abusers. He said their actions did not merit the charge of child abuse.

The two school officials had sued the agency last summer, after learning that the state action would disqualify them from working with children.

Corporal punishment is legal in Florida schools.

Steven Konicki, a spokesman for the health department, said officials there were seeking another hearing on the matter.

■ **Wyoming school officials cannot use a 1979 law to bar students without immunizations from attending school,** according to the state attorney general.

In an opinion written last month for the state department of health and social services, Attorney General Joseph B. Meyer said school administrators can only legally exclude unvaccinated students if there is an epidemic that could be prevented by the vaccinations.

The statute requires all students age 10 or younger to provide immunization records within 120 days of entering a public school.

However, Mr. Meyer discovered, language that also would have permitted the exclusion of students who did not comply was removed when legislators amended the law last year.

"On the one hand, we have to insist that students be immunized," said Rowena Heckert, a senior assistant attorney general. "On the other hand, we can't keep them out of school if they don't."

## DISTRICTS

### Connecticut Judge Backs Waterbury Desegregation Plan

A Connecticut judge has approved the framework of a plan that could resolve the first lawsuit filed by the state board of education against a local district for violations of its guidelines for racial balance in schools.

The settlement approved by Superior Court Judge James D. O'Connor hinges on approval by the Waterbury city government of a proposed site for a new magnet school that would help desegregate the district's only racially identifiable school.

The state board first cited the Waterbury system in 1984 for racial imbalances in four schools. Four years of negotiations resolved the problems in three schools. Last fall, however, the city's board of aldermen blocked an agreement to settle the remaining issue by constructing a new school that would have enrolled students from two existing facilities.

Once a site for the proposed magnet school has been determined, district administrators will have to gain the state board's approval for a new desegregation plan, a state official said last week.

### Tulsa Schools Facing 'Catch 22' On State Class-Size Requirement

The Tulsa, Okla., school system faces a $1.6-million fine for failing to meet state limits on class size.

The district has been unable to satisfy the requirement, school officials say, because it has lost $17.5 million in state aid in the past eight years.

Superintendent Larry Zenke said the district was urging lawmakers to authorize the education department to issue waivers to Tulsa and 29 other districts that exceeded a 20-to-1 pupil-teacher ratio in the early elementary grades.

The district is "in a classic 'Catch 22' situation," Mr. Zenke said last week.

He said increasing class sizes was the last resort used by the district after making deep cuts in custodial, maintenance, and other support staffs.

Finally, Mr. Zenke explained, the district reduced its teaching force by 300, and thereby went over the state limit.

If the district is forced to pay the fine later this year, it may have to increase class sizes even more to pay the penalty. That in turn could increase the penalty for the next year, Mr. Zenke noted.

State education officials sympathize with the plight of the 30 districts, but are required by law to enforce the class-size mandate, said Sharon Lease, a spokesman for the education department.

■ **The superintendent and three other employees of the Goose Creek (Tex.) Consolidated School District have pleaded not guilty to charges of misappropriation of funds.**

The four were suspended from their posts after being indicted last month on theft charges. They include Superintendent William Kennedy; Charles Closs, associate superintendent for building maintenance and operations; Michael Stephens, construction supervisor; and Matthew Closs, a district worker who is the son of Charles Closs.

Investigators said they believed funds and property in the Houston-area district had been misused for more than a decade. The employees apparently felt that "whatever belonged to the school district was there for their personal use," said Terry Wilson, an assistant district attorney in Harris County.

■ **A high-school football coach in Prince George's County, Md., has been suspended from teaching for allegedly requesting a student to bring automatic weapons to school** for use as props in a publicity photograph.

Michael A. Pearson, a physical-education teacher at Oxon Hill High School, was placed on paid administrative leave last week. Brian J. Porter, a spokesman for the district, said the action was taken because of "an extraordinarily serious breach of school security," in which the coach allegedly arranged for his team's "top guns" to pose with the weapons.

The unloaded guns were confiscated late last month by school security officers acting on a tip from a parent who had seen students handling them near an athletic field.

Mr. Porter said the weapons were a machine pistol and a bayonet-equipped AK-47, similar to the one used by a gunman last month to kill five children at an elementary school in Stockton, Calif.

■ **Miami should help community groups build day-care centers in public parks,** a city official there argues.

Victor De Yurre, a city commissioner, originally proposed to allow private, profit-making child-care companies to rent building sites in 10 city parks.

When that idea attracted little interest from day-care companies, Mr. De Yurre suggested instead that nonprofit groups

## Air Time for High-School Athletics

The national group representing state high-school athletic associations has entered negotiations with several cable-television firms over a possible multimillion-dollar contract to broadcast high-school basketball games and possibly other sports events.

Warren Brown, assistant executive director of the National Federation of State High School Associations, said last week that the group was "interested in developing high-school sports programming and has been in contact with several cable networks."

"Our interest is in promoting the positive values of high-school sports, and we believe that this a good way to do it," he added.

Although Mr. Brown declined to say how much such a contract might be worth, recent similar transactions suggest that it could net the association millions of dollars.

Last month, the ESPN cable-television company won a $400-million, four-year contract to provide coverage of major-league baseball games. Last December, CBS Inc. agreed to pay $1.1 billion under a similar baseball contract.

Mr. Brown declined to say how the revenues from such a contract might be distributed among the association's member groups. He also declined to comment on published reports that the contract might lead to the creation of a national high-school basketball tournament similar to the one conducted by the National Collegiate Athletic Association.

A spokesman for SportsChannel America, a New York-based cable firm with 6.2 million subscribers, confirmed that the company "has had discussions" with the high-school group.

"We've done about five high-school basketball games this season and we feel they've been successful," said the spokesman, Daniel Martinson.

"I can only say we feel there are great possibilities in televising high-school basketball," he added.

SportsChannel recently paid the National Hockey League $15 million for an exclusive three-year contract to broadcast regular-season, all-star, and championship games, Mr. Martinson said.

—T.M.

could be offered yearly leases on park land for a token sum.

■ **Schools Chancellor Richard R. Green of New York City wants day-care centers to be established at three junior high schools.**

In his budget request for the city school system, Mr. Green sought $168,957 to expand the district's Living for the Young Family Through Education program.

LYFE operates day-care centers for adolescent mothers in 21 high schools.

Citing an "alarming" rise in parenting rates among teens, Mr. Green argued that the schools should provide "leadership and structure" for young mothers to help them complete their education.

According to city social-service officials, 288 girls under age 15 had babies in 1987.

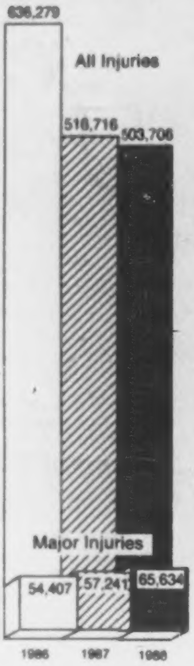
If funding is approved, LYFE will provide child care, counseling, health, and nutrition classes for junior-high mothers.

■ **Illegal transfers by two students have cost a Kentucky high school 11 girls' basketball victories and five football victories, including a district championship.**

Belfry High School in Pike County was forced to forfeit its victories because the student-athletes had given inaccurate information about their eligibility when they transferred from schools in West Virginia. They did not actually live in the district, said Billy Wise, executive assistant commissioner of the Kentucky High School Athletic Association.

## DIMENSIONS

# High-School Football Injuries



**Although high-school football players sustained fewer injuries last year than in the previous two years, the number of serious injuries was up substantially, according to a survey by the National Athletic Trainers' Association Inc.**

**The study, which the association described as the most thorough ever conducted, found that "major" injuries—defined as those preventing a player from participating for three weeks or more—constituted 13 percent of all injuries last year, compared with 8.6 percent in 1986.**

**Some 14,000 of the injuries, the study estimated, were serious enough to require surgery—most often, on the knee.**

**The survey also found that 36 percent of all players suffered at least one injury serious enough to put them out of action for a day or more.**

**None of the schools surveyed had experienced a football-related death in the past three years. The study noted, however, that other research has shown that an average of two dozen players each year die or suffer a catastrophic injury while participating in the sport.**

**Further information on the survey can be obtained from John LeGear, director of public relations, N.A.T.A., P.O. Box 3548, Oak Park. Ill. 60303.**

SOURCE: National Athletic Trainer's Assn., Inc. (1988)

## UPDATE

■ **Gov. Guy Hunt of Alabama moved last week to block the sale of a Montgomery television station to the state's teacher and public-employee retirement systems.** *(See Education Week, Feb. 8, 1989.)*

Mr. Hunt filed a petition with the Federal Communications Commission, asking for a halt to the proposed sale of WSFA-TV to RSA Media Corporation, a subsidiary of the retirement funds.

The Governor is locked in a political dispute over the sale with Paul Hubbert, the powerful head of the Alabama Education Association and chairman of the teachers' retirement-system board.

Mr. Hunt expressed concern about the freedom of the station's news operation, and said he was "deeply troubled that the financial expectations of state employees and teachers will be placed in jeopardy" by the deal.

■ **Local empowerment will be a key strategy for tackling the Detroit school system's financial, educational, and managerial problems,** according to a declaration adopted by the school board last week.

The board has not adopted a specific model for school-based management in the district. But it plans to ask from 20 to 40 schools to develop such plans and implement them by next fall, according to David Olmstead, one of four new members elected on a reform platform last fall. *(See Education Week, Nov. 16, 1988.)*

The board also will ask teachers to negotiate a "model" contract similar to those adopted in Dade County, Fla., Pittsburgh, and Rochester, N.Y., he said. To help to reduce a projected budget deficit, he added, the board will ask teachers to reopen contract negotiations rather than press forward with an arbitration procedure.

Most board members think a comprehensive reform plan—including new collective-bargaining agreements—should be in place before voters are asked to support higher taxes for the system, he noted.

## PEOPLE

■ Being the coach of a boys' high-school basketball team has given **Debbie McIntosh** more than just the chance to show six-foot forwards how to do the "pick-and-roll." It has also thrust her into a media spotlight that shows no sign of dimming.

Since taking charge of the varsity squad at Prospect Heights High School in Brooklyn, N.Y., last year, Ms. McIntosh has turned a losing team into one said to have a chance of winning the state championship.

After her story was covered by the local press, Ms. McInstosh's media profile did a "fast break" last fall, when CBS's "60 Minutes" program aired a segment about her.

Since then, magazine writers, Hollywood producers, and book publishers have put a "full-court press" on Ms. McIntosh. In the next few months, she and her team will be the subject of stories in *Ebony*, *Parade*, and *Sports Illustrated's* youth magazine. She also is continuing to look over the movie and book offers that have poured in.

■ Quick action by **Suryanarayana Chittilla**, a chemistry teacher at Durham High School in North Carolina, saved his students from possible serious injury.

But Mr. Chittilla's bravery may also have led to the loss of much of his own eyesight.

During a class late last month, some water accidently got into a vial of sodium metal, forming a potentially explosive mixture. Mr. Chittilla grabbed the vial and raced for the nearest exit. Just as he reached for the door, however, the vial exploded.

Mr. Chittilla is being treated at the Duke Medical Center for severe burns to his face and eyes, and the chances for a full recovery are still uncertain, said Barbara Ellis, principal of the high school. However, Mr. Chittilla has blurred vision in one eye and doctors are reporting some signs of improvement, she said.

In recognition of the teacher's "very heroic effort," the school has established a fund to assist him and his family, Ms. Ellis noted.

# *RadioActivity*

High-school students in the five towns surrounding the Pilgrim nuclear-power plant in Plymouth, Mass., may soon be receiving hands-on lessons in the control of radioactivity.

The state's department of public health has suggested that the students, with the help of their science departments, monitor radiation levels in the area surrounding their schools.

There are six secondary schools within the 10-mile emergency-evacuation zone of the controversial plant, which is slowly restarting operations after being shut for more than two years.

The project would be underwritten by Boston Edison Company, the plant's owner.

If the idea is approved by school officials and local governments, students will monitor instruments that measure changes in radiation levels and compare them with average amounts of naturally occurring background radiation.

Schools that take part in the program would receive a stipend, which could be used to pay participating students.

Students would spend the first two to three years of the program, which could begin as early as this spring, trying to establish average background levels, said Robert Hallisey, director of the department's radiation-control program.

Students will not be exposed to radiation during any part of the program, Mr. Hallisey claimed, and will be instructed what to do if a reading shows an excessively high level.

Mr. Hallisey said he had not heard of any opposition to the proposal, but noted that he had not yet discussed it with all of the schools' officials. —E.F.

## RESEARCH AND REPORTS

### Chiefs Release Compilation Of State Education Indicators

The Council of Chief State School Officers last week released its second annual 50-state summary of education statistics.

The report, designed to allow comparisons between states and groups of states, contains information on student characteristics, education spending, and policies in such areas as instructional time, graduation requirements, and teacher preparation.

Also included are data on each state's economy, school-age population, minority enrollment, and other characteristics.

The council noted plans to include standardized state data on student attendance and dropout rates in future reports.

Copies of "State Education Indicators 1988" are available for $12.50 each from the C.C.S.S.O.'s State Education Assessment Center, 400 North Capitol St., N.W., Suite 377, Washington, D.C. 20001.

## MILESTONES

■ **Sister Ann Christine Heintz**, a Roman Catholic nun who founded a student-operated newspaper organization and wire service geared to high-school students, is dead at 58.

As a high-school journalism teacher in Chicago, Sister Heintz in 1976 helped start Youth Communication. The organization began publishing *New Expression*, a student-run paper serving high-school students in the Chicago area.

The paper, which today has a circulation of about 80,000, covers such issues as school curricula, drug abuse, and teenage pregnancy.

The organization, which also publishes student-run papers in seven other cities, involves some 500 students in various capacities, according to Craig Trygstad, executive director of the group's national center in Washington.

In 1982, the organization began the Youth News Service, a Washington-based wire service for student papers.

### Corrections

The location of the National School Safety Center was incorrectly reported in the Jan. 25 issue. The center is located at Pepperdine University, 16830 Ventura Blvd., Suite 200, Encino, Calif. 91436.

The official name of a Pennsylvania teachers' organization was cited incorrectly in the Jan. 11 issue. The group is the Pennsylvania State Education Association.

# Questions Raised on Efficacy of Stiffer Math, Science Graduation Requisites

**By Lynn Olson**

This decade's raised high-school graduation requirements have primarily affected low- and middle-achieving students, who are taking more science and mathematics courses as a result, a new study has found.

But the report by the Center for Policy Research in Education, a federally funded research consortium, questions whether the new courses are as challenging or as rigorous as they could be.

Most of the added classes are for noncollege-bound students, it found, and are concentrated at the remedial, general, or basic level.

Thus, the report argues, they do little to rectify the stratified curriculum that already exists in most high schools.

"The problem is that the extra courses may not fulfill the reform objectives very well," said William H. Clune, Voss-Bascom Professor of Law at the University of Wisconsin Law School and primary author of the report.

"Insofar as the reformers had educational objectives, they intended to produce a more uniform academic curriculum and raise student achievement," Mr. Clune said. "And the problem is that a couple of extra low-level courses doesn't move very far in that direction."

### A Popular Reform

The report, by Mr. Clune and two associates—Paula White and Janice Patterson—provides the first in-depth study of how selected schools across the country have carried out mandates to increase academic requirements.

State mandates on the number of required "core" courses have been the most common reform of the 1980's.

Since the beginning of the decade, 45 states have either specified for the first time, or increased, the total number of courses required for high-school graduation.

Of those states, 42 increased course requirements for math or science, or both. At least 18 added language-arts requirements; and about half raised social-studies requirements.

The report focused on changes in graduation requirements in six states—Arizona, California, Florida, Georgia, Minnesota, and Pennsylvania. It also studied a select number of schools and districts in each state, except Minnesota.

In each instance, school administrators, teachers, school-board members, union leaders, and parent representatives were asked for their views on the reforms.

In addition, the study examined actual changes in course offerings in four states—Arizona, California, Florida, and Pennsylvania.

### Bypassed High Achievers

In general, the report found, affluent schools and districts and college-bound students were not affected by the reforms, because they already met or exceeded the new curriculum requirements.

Instead, the reforms were felt most by noncollege-bound students: those traditionally considered low- or middle-achievers.

Approximately 27 percent of these students took an extra math course, and 34 percent an extra science course, as a result of the reforms, the study found. Many also took a new or added course in social studies.

Given the relatively low number of math and science courses previously taken by such students, the study noted, the increases represent a "potentially significant increment of educational content."

But it cautioned that most of the new math courses were focused on a relatively low level of skills, such as general math, remedial math, consumer math, algebra, geometry, and math applications.

And although science courses were added in such traditional subjects as physical science, chemistry, physics, and biology, the additions also tended to be at the "basic" level.

### The 'Major Casualty'

Respondents complained that the new requirements substantially reduced the number of courses that students took in home economics, industrial arts, physical education, vocational education, business, psychology, and the performing arts.

"Vocational courses were the major casualty of the increased academic coursetaking," Mr. Clune said. "We saw evidence that the new requirements made it difficult to complete logical, and even required, sequences of vocational courses."

"*A Nation at Risk*, the so-called bible of the reform movement, spoke of eliminating weak academic courses in favor of higher-quality academic courses and vocational courses," he added. "In some cases, the real impact [of these reforms] may have been the reverse. You got low-quality academic courses replacing higher-quality vocational ones. But we don't have the precise data to support that."

### Increased Dropout Rate?

Respondents also worried that the increased standards would push marginal students out of school, although they admitted that they lacked data to support that view.

The report itself cited previous research findings linking higher standards to lower mean dropout rates, and indicating that graduation rates are improving slightly nationwide.

A longitudinal study of students in Dade County, Fla., for example, found a significant decline in the dropout rate during the same period that students' academic course load was rising.

"I actually can't explain the discrepancy between school-level perceptions of dropout problems as a result of these higher standards and the lack of objective data," Mr. Clune said.

"It's possible that we'll see the [dropout] rates go up later on because there's been some sort of lag," he said. "Also, school people may have a bias toward seeing the problems of higher standards and not seeing the benefits, such as increased motivation for students resulting from more interesting material. There is research supporting that type of effect."

### 'Watered Down' Courses

The study did not gather systematic data on the actual content of the new courses. But it did find scattered evidence of attempts to "water down" the curriculum.

The evidence included shortened class periods, courses with repetitious material, science "labs" held in regular classrooms, and some inadequately qualified teachers.

In some instances, students were also steered toward less-demanding classes. In two Florida districts, for example, high-school counselors reported advising students in danger of failing to take easier courses in order to meet the new standards. The counselors said that in the past they had advised such students to take more-challenging classes in order to stretch themselves.

In two of four Pennsylvania districts studied, students were allowed to substitute vocational courses for their academic requirements. One district was considering substituting courses like "nursing math, baking math, and carpentry math."

"Lacking systematic data, we cannot tell how common such practices were," the study noted. "But there are deeper reasons for doubting that the new courses were the best possible."

First, it said, schools typically offer low- and middle-achieving students "dull, factual, repetitive material," and there was no reason to believe that most schools changed their tactics in adding the new courses.

Second, designing the right kinds of academic courses for such students is extremely difficult, the report argued. But states focused almost no attention on the need to upgrade instruction at the same time that they increased course requirements.

Moreover, state mandates included almost no provisions for technical assistance to either districts or schools.

California offered the one exception in the study. The state specifically created "bridge" courses that would allow students to upgrade their skills and make the transition from the general to the academic track.

### 'Streamlined Core Curriculum'

In general, Mr. Clune concluded, the reforms produced mixed results: Schools added the best courses they could manage for low- and middle-achieving students on short notice. But they fell "far short" of providing real academic rigor.

He suggested that to attain the latter goal, policymakers would have to take a serious look at the content of academic courses, and not just their labels.

"At a certain level of requirements, you begin to get high costs and unclear benefits," he said. "States with very high graduation requirements may be choosing quantity over quality. At some point, students lose all of their electives and the opportunity to take vocational courses. Or they spend a lot of time retaking courses they have failed."

Instead of adding more and more course requirements, Mr. Clune advised, states should pare back the number of credits required for graduation and work to strengthen the content of the courses they do require.

In particular, he advocated the creation of a "streamlined core curriculum" for all students. Within that curriculum, he said, states should create a very specific set of learning objectives that focus on higher-order skills and that are as "demanding as possible" for everyone.

"Ways must be found to identify the most important part of the core curriculum and to make sure students reach at least that level," according to the report. "States, districts, and schools need to design workable paths from remedial and weak courses to more demanding ones."

### New Look at Voc. Ed.

Mr. Clune also suggested that the role of vocational education "deserves a second look." It can be a "superior method" of introducing students to both basic and higher-order academic skills, he said, and can also be "an excellent means of motivating some students to stay in school."

The Center for Policy Research in Education is a federally funded research consortium that includes Rutgers University, Michigan State University, Stanford University, and the University of Wisconsin-Madison. The opinions expressed in the report are those of the authors and do not necessarily reflect the views of CPRE's institutional partners.

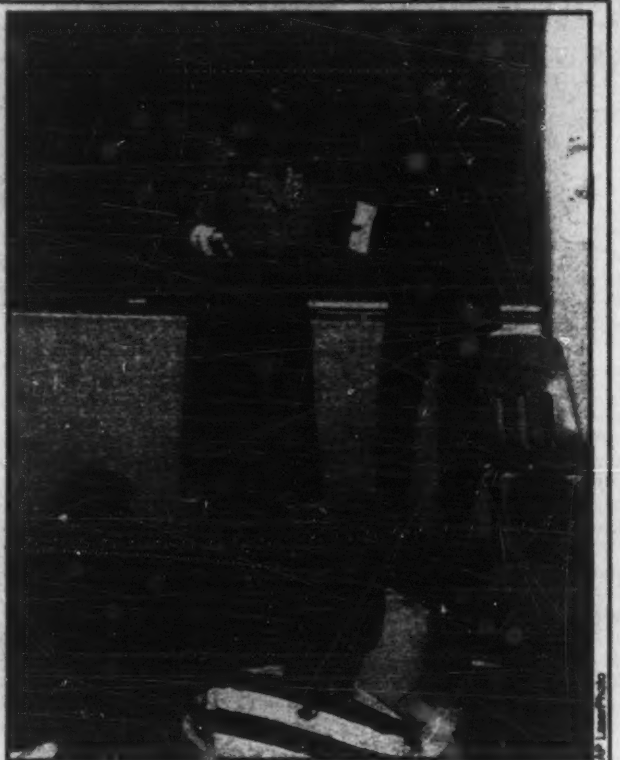
Copies of the report may be obtained for $5 each prepaid, including postage and handling, from the Center for Policy Research in Education, Eagleton Institute of Politics, Douglass Campus, Rutgers, the State University of New Jersey, New Brunswick, N.J. 08901, Attention: Publications. Discounts for bulk orders are available on request.

### Survey Respondents' Views On New Graduation Requirements

| Type of Response | Number of Respondents* States | Districts | Schools |
|---|---|---|---|
| **Advantages** | | | |
| Raised test scores | 2 | 3 | 5 |
| Better college preparation | 3 | 9 | 13 |
| Better employment preparation | 2 | 3 | 2 |
| Improved quality of instruction | 3 | 3 | 5 |
| Provided students with more basic skills (broader background) | 3 | 3 | 4 |
| **Disadvantages** | | | |
| Delayed graduation | 5 | 5 | 5 |
| Increased dropout rate | 4 | 13 | 17 |
| Increased failure rate | 5 | 7 | 8 |
| Reduced electives (number offered and number students could take) | 5 | 10 | 19 |
| Lack of funds | 3 | 3 | 4 |
| Reduced vocational offerings | 5 | 9 | 11 |
| Reduced fine-arts offerings | 2 | 3 | 4 |
| Hurt lower-achieving students | 5 | 9 | 16 |
| Reduced choices and options for students | 4 | 6 | 8 |
| Reduced flexibility in scheduling | 4 | 4 | 5 |
| Reduced attendance | 5 | 5 | 6 |
| Increased discipline problems | 2 | 2 | 3 |
| Lack of teachers, space, equipment | 5 | 7 | 8 |
| Raised anxiety of teachers | 1 | 4 | 6 |
| Raised anxiety of students | 3 | 5 | 6 |
| Increased summer-school enrollment | 5 | 4 | 6 |
| Increased workload for teachers | 2 | 4 | 6 |
| Watered down the curriculum | 2 | 2 | 2 |
| **Identified as Both Advantages and Disadvantages** | | | |
| Hired more teachers | 3 | 4 | 5 |
| Challenged students (students had to work harder) | 5 | 7 | 8 |
| More exposure to science and math | 5 | 11 | 13 |
| Increased standards and teacher expectations of students | 3 | 3 | 3 |

*Sample for this table is 5 states, 19 districts, and 32 schools.

SOURCE: Center for Policy Research in Education



LIVE AID: The singer Michael Jackson last week made a surprise visit to Cleveland Elementary School in Stockton, Calif., where a gunman killed five students and then shot himself last month.

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# EDUCATION WEEK

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## Ruling Supports Limited Use of Bilingual Method

### *Program That Stresses English Ruled 'Sound'*

**By Deborah L. Cohen**

A federal court ruled last week that the Berkeley, Calif., school district offers a "sound educational program" for limited-English-proficient pupils even though it does not rely heavily on native-language instruction by certified bilingual teachers.

Those supporting the district said last week that the ruling in *Theresa P.* v. *Berkeley Unified School District* marks the first time a court has expressly stated that methods stressing the use of English can be as effective in teaching L.E.P. pupils as native-language instruction.

"After reviewing the evidence presented in this case, this Court concludes that the plaintiffs have not met their burden to show that the [Berkeley school district's] program is not pedagogically sound," U.S. District Judge D. Lowell Jensen of San Francisco said in the Feb. 14 ruling.

"In fact," the judge said, "the evidence shows that the educational theories upon which [the] programs are grounded are manifestly as sound as any theory identified by plaintiffs."

The case sets an important precedent nationally because "all of the cases to date have been predicated on the assumption that bilingual education is the most effective approach," said Celia M. Ruiz, a lawyer

*Continued on Page 14*

AP/Wide World

**President Bush surrounded by members of Congress after unveiling his agenda in Feb. 9 address to the House and Senate.**

## Bush Budget Plan Has Congress Searching for 'the Bottom Line'

**By Julie A. Miller**

WASHINGTON—A week of analysis and rhetoric has done little to clarify just how much education spending President Bush proposed when he unveiled his fiscal 1990 budget revisions on Feb. 9.

"It's a great exercise in fakery. It highlights a bunch of ideas, but there's no bottom line," a Democratic Congressional aide said. "If you asked [Secretary of Education] Lauro Cavazos what the Administration wanted for education in 1990, he couldn't give you a straight answer."

The Bush proposal laid out a series of new education programs that would cost a total of $441 million.

It also proposed to pay for these and other new initiatives by reducing growth in the defense budget and freezing 1990 outlays in a "vast array" of domestic programs at the 1989 level of $136 billion.

But the President did not specify which programs he proposed to cut in order to meet that target, a tactic that was denounced last week by House and Senate Democrats.

"This is a thousand points of light, but the batteries have not been included at this point," Senator Jim Sasser, Democrat of Tennessee and chairman of the Senate Budget Committee, said at a news conference.

"Despite the rhetoric, there are no overall education increases here, and there may be cuts," added Representative Leon Panetta,

*Continued on Page 17*

## Youth Volunteer Service Taking Center Stage in Capital

**By Lisa Jennings**

WASHINGTON—For the first time since the Johnson Administration a quarter-century ago, the notion of young people serving the country through volunteer work has captured a signficant amount of attention on Capitol Hill.

This week, Senators Claiborne Pell of Rhode Island and Edward M. Kennedy of Massachusetts were expected to join the growing list of legislators introducing bills that seek to encourage young Americans to undertake community service.

Six such bills have already been introduced in the 101st Congress this month. President Bush earlier focused public attention on the idea in his campaign proposal for a national foundation for youth service, and has signaled his continuing Presidential interest by creating the White House Office of National Service.

Senate leaders, also indicating interest, have scheduled hearings next month on the topic.

Leaders of service organizations from across the country—meeting in Washington last week to plot their strategy for the coming legislative debate—said they were delighted by the new wave of attention and support. The issue "is finally being taken seriously," said one member of the informal coalition.

The flurry of legislative proposals that have been introduced so far share a common assumption: that the federal government has a role to play in providing organization and financial resources to support voluntarism among the young.

The current bills also unanimously reject the idea, sometimes suggested by national-service advocates in the past, that the new program should be mandatory—in effect, a universal "draft" of young people for mili-

*Continued on Page 20*

## In Troubled W. Va., New Governor Sets Bold Renewal Plan

**By Nancy Mathis**

Saying education "is a do or die issue" for West Virginia, Gov. Gaston Caperton last week outlined an ambitious plan to rescue the state's beleaguered public-school system.

In his first State of the State Address, the new governor offered proposals to shore up the nearly bankrupt teacher-retirement fund, pay off overdue medical claims, provide a salary increase to teachers, and improve remedial education.

Mr. Caperton also called for a $500-million school-construction program. And he asked lawmakers to back a constitutional amendment that would reconstitute the state board of education, allow the Governor to appoint the state school superintendent, and create a new post of secretary of education and the arts.

"The vision I see with the passage of the education package is a state in which education becomes the catalyst for social and economic regeneration," said Mr. Caperton.

*Continued on Page 13*

## Big-Time Sports = Big-Time Woe?

### *Some Fear TV Contracts May Lead to Corruption*

**By Mark Walsh**

Plans in the works for a nationally televised high-school game of the week in boys' football and basketball will inevitably raise the media and money stakes in high-school sports, educators and others said last week.

And the news of the proposals, which some state sports officials still had not received officially last week, has sparked acrimonious debate oyer the implications of "going big-time."

The national governing body of state athletic associations, which initiated and is negotiating the cable-television deal, sought to defend itself last week against charges of greed and commercialism leveled by the press and some educators.

"I think our motives are true here," said Warren S. Brown, assistant executive secretary of the National Federation of State High School Associations. "Our motives are to have a vehicle to promote the positive sides of high-school sports."

In fact, significant national attention is already being focused on precollegiate athletics. A national newspaper now ranks high-school teams in several sports, a popular cable-television program focuses on school athletes, and a number of teams have played in nationally telecast games.

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### Also in the news

**New 'Access' Ruling**
An appellate decision in favor of a religious club moves access question toward review by U.S. Supreme Court.
**5**

**Shortchanging Children?**
Two reports agree that "fragmented" state services will mean, in the words of one, "long-term costs."
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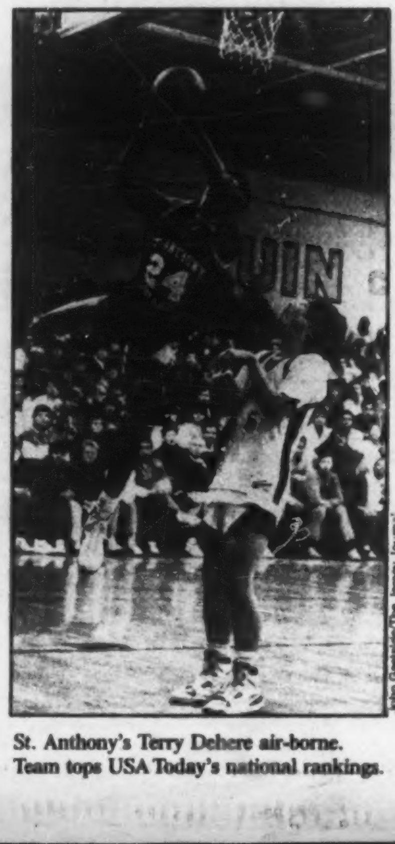
John Gastaldo/The Jersey Journal

**St. Anthony's Terry Dehere air-borne. Team tops USA Today's national rankings.**

## IN SUMMARY

**A Textbook Case of Evolution**
Texas school officials are considering guidelines that would for the first time require publishers to include coverage of the theory of evolution in biology textbooks. **Page 7.**

**Sooner Tax Fight**
Oklahoma lawmakers are embroiled in controversy over efforts to change the state's property-tax system, which experts predict could create a fiscal crisis for the public schools. **Page 8.**

**How Many Homeless?**
The Education Department estimates that there are 220,000 school-age homeless children, but urges that the figure be viewed with caution because of problems with state data collection. **Page 15.**

**Hawkins on Choice**
The chairman of the House Education and Labor Committee made clear last week his opposition to President Bush's proposal to allow parents greater choice among public schools. **Page 15.**

**Research Contract Questioned**
Despite complaints, the Education Department has awarded the contract for a new research center on education of the disadvantaged to Johns Hopkins University. **Page 16.**

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**CONVENTIONS IN PRINT**
An *Education Week* guide to the annual convention of the Association for Supervision and Curriculum Development in Orlando, Fla.
**Begins opposite page 18.**

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# ACROSS THE NATION

## STATES

### Too Many Minnesota Students Put In Special Education, Report Says

At least 20,000 students in Minnesota may be inappropriately placed in special-education courses, according to a report by the state department of education.

The excessive placements are due to the tendency of many districts to view the programs as catch-alls for troubled students, the report argues.

After examining the records of 440 special-education students, department officials concluded that only 30 to 40 percent have handicaps that qualify them for such services.

Statewide, 55,000 students participated in special-education programs during the 1986-87 school year.

The report is likely to spur efforts by the department and the legislature to set uniform standards for special-education placements, officials said. Minnesota is one of only a handful of states that provide guidelines for special-education placements but permit districts to set their own standards.

■ **The responses of more than 12,000 Coloradans to a public-opinion poll on the state's education agenda will be released this week.**

As part of SchoolVote—a joint project of the Denver-based Public Education Coalition, the *Rocky Mountain News*, and KUSA-TV—viewers and readers were asked to voice their concerns on such issues as early-childhood education, "social ills" in schools, school-based management, and parental choice.

To stimulate debate, the station and the newspaper carried extensive background materials on the issues in the week before the ballots were published. A group of state lawmakers, school officials, and others will hold a televised discussion of the results of the poll after they are released.

Bob Sullivan, the station's assistant news director and a leader of the project, said the poll is a refinement of surveys taken in recent years in Philadelphia and Milwaukee under the auspices of the New York-based Public Agenda Foundation.

■ **Some schools in Kentucky were closed for two or more days last week due to flooding** from a storm leaving more than 10 inches of rain in the central and western sections of the state. Scattered closings were also reported in Tennessee.

A storm center stalled over the region for nearly five days, causing rivers and creeks to overflow their banks. Many homes and businesses were flooded and roads became impassable.

Gov. Wallace G. Wilkinson declared a state of emergency last Thursday and directed the National Guard to assist in evacuation efforts.

James Parks, a spokesman for the state department of education, said that most school closings where due to transportation problems caused by blocked roads.

Many of the affected districts chose to keep their schools open, but halted transportation in flooded areas.

## DISTRICTS

### Fort Wayne Board Supports New Desegregation Proposal

The Fort Wayne, Ind., school board last week approved a tentative settlement in the third major desegregation action faced by the district in the past 20 years.

The agreement would require the district to attempt to achieve racial balance in its schools within three years through the use of magnet schools and voluntary student transfers.

The plan will not be presented to the federal courts for approval until state officials, who are also a party in the suit, agree to provide additional funding for remedial and compensatory programs. Those involved in the agreement also want a change in state law to enable the district to raise its share of the plan's costs, according to William Taylor, whose Washington-based law firm is representing the plaintiffs in the case, a group of white and black parents.

The district, which currently has 32,000 students, was required to desegregate its junior high and high schools under a 1971 federal-court order. Subsequently, it took steps to achieve balance in its elementary schools as a result of a 1986 agreement with the U.S. Education Department's office for civil rights.

The Fort Wayne parents' group felt the agreement with the O.C.R. did not do enough to counter racial imbalances, however. The group filed suit for further relief in 1987.

■ **The Cleveland school system will receive $7.4 million of the $13.2 million in overdue property taxes that LTV Steel Company has promised to pay in return for a 10-year tax break granted by the city,** officials said last week.

The agreement must be approved by a creditors' committee overseeing the bankrupt firm's reorganization efforts. The company refused to pay back taxes after filing for bankruptcy in 1986.

In nearby Lorain, meanwhile, a long-running tax-abatement controversy with a potentially major impact on school finances has come to an end. In a surprise vote, the city council defeated a proposal to give a 10-year tax cut to the Ford Motor Company.

The neighboring Vermilion school district, which is a major beneficiary of local tax revenues from a Ford facility, originally had opposed the plan, which would have cut the automaker's taxes by 50 percent. The district dropped its challenges after the city made some modifications, according to Jack D. Hook, the Vermilion superintendent, but the plan was defeated nonetheless.

■ **Laconia, N.H., officials acted improperly in assessing real-estate developers a fee to pay for school-construction**, a state judge has ruled.

The fee, levied last year, of 71 cents per square foot of newly built space was aimed at charging apartment developers in the fast-growing city for their impact on schools, according to James Sessler, the city's attorney.

"The phenomenal growth has out-

### *Clean-Lunchbox Club*

Four months ago, students at Randall Elementary School in Waukesha, Wis., were apt to throw away uneaten apples, oranges, and sandwiches in their rush to get from lunch to recess.

But since December, they have been cleaning out their lunch boxes—or taking the leftovers home.

The impetus for the behavior change was a new school rule that forbids tossing perfectly good food into cafeteria garbage cans.

George Ruecktenwald, the school's principal, says that the policy was designed not only to put an end to waste, but also to help students put into practice the lessons that they are being taught in nutrition classes.

Parents, too, are reaping benefits from the new rule, the principal explained. Since students at Randall bring their own home-packed lunches, the necessity of eating all that is set before them has made many give more serious thought to the contents of their lunch boxes. Some children are now asking their parents to provide them with a less bountiful lunch.

Devising an effective strategy for enforcing the no-waste rule was a problem, Mr. Ruecktenwald admits. And students complained, in the first few weeks, that the extra attention to food consumption was eating into their playground time.

But now, the principal says, "we have it refined to where students who can't finish their food take the leftovers home." Meanwhile, cafeteria monitors keep a watchful eye out to see that no food finds its way into trash cans.

Peter Steiner

Of course, Mr. Ruecktenwald concedes, it's impossible to monitor each child's lunch consumption. "Those looking for loopholes can easily find them," he says. "We're not searching students to make sure they aren't hiding a pear, nor do we go through the garbage to check for wasted food."

But those who clean their plates—legitimately—can expect a reward. They are eligible to buy, for 25 cents, an ice-cream sandwich dispensed by the principal, who strolls the cafeteria each day, ice cream in hand, asking his charges if they've finished their lunch.

—J.W.

stripped the ability of schools to keep pace," he said. "Developers should pay their fair share for new classrooms and teachers."

But Superior Court Judge William O'Neil ruled that the legislature had not authorized the city to levy such fees.

Laconia officials plan to appeal the ruling to the state's supreme court.

■ **School officials in Corpus Christi, Tex., are reconsidering their policy of allowing a Bible survey course to be taught by instructors who are paid by a local religious group.**

George P. Wetzel, the district's assistant superintendent for secondary education, said last week that he questioned the legality of the practice after learning of a 1985 ruling on a similar practice by state Attorney General Jim Mattox.

Mr. Mattox said it was unconstitutional for state colleges and universities to offer Bible courses for academic credit if they were taught by professors selected and paid for by religious organizations.

The three teachers of the Corpus Christi course are paid by Bible in the Schools, a local interdenominational group. Although the course has been taught in city high schools for decades, Mr. Wetzel said, it was offered for academic credit for the first time this year after state officials approved the curriculum.

■ **The Charleston County, S.C., school district has the authority to establish a "no-pass, no-play" rule that is stricter than the state's policy,** a local judge has ruled.

Under state guidelines, students must pass a total of five courses in a semester, or any four that are required for graduation, to be eligible for athletics and other interscholastic activities.

The county policy, however, bars students who have failed any courses.

The rule was challenged by a high-school wrestler, Wayne K. Grace Jr., who had failed one course last semester.

The district successfully argued before Circuit Judge William L. Howard that it had the right to enact its own standards.

■ **The terms served by members of the Denver school board should be cut from six years to four,** according to the Denver Classroom Teachers Association.

"We think it will make the school board more accountable to the public," said Jan Erskine, president of the National Education Association affiliate.

The union has asked the board to submit the idea to a referendum on the May 16 ballot. The board must take action by March 16 to include the measure on the ballot.

The majority of school boards in Colorado have four-year terms, Ms. Erskine said.

Meanwhile, Ed Garner, president of the Denver board, has had some critical words for the district's teacher-evaluation program, which he thinks may be too lax.

Only 21 of the district's 3,900 teachers had been placed on formal improvemant plans, Mr. Garner noted. Under the program, approved by the legislature in 1984, teachers are told they must improve or face dismissal. Only two of the 21 Denver teachers were dismissed.

■ **School employees in Duval County, Fla., who make political endorsements or commercials would have to include a disclaimer stating that their views were not sanctioned by the district,** under a proposal pending before the county school board.

Superintendent of Schools Herb A. Sang said he expected the board to act this week to require such a statement whenever the district's property, equipment, or employee titles are used in political advertisments.

The proposal stems from a complaint by the Florida Medical Association against a football coach, Charles Rogers, who made a commercial last year urging voters to reject a measure that would have limited awards in tort-claims lawsuits. Mr. Rogers, who had been struck by a car and had a lawsuit pending, made the televised plea during off-duty hours, but on school property and with student volunteers participating in a staged football practice in the background.

■ **The Palo Alto, Calif., district has delayed until next fall implementation of an AIDS-education curriculum that could include instruction for kindergartners.**

School-board members sought the postponement after receiving a letter from 22 kindergarten teachers, who urged that AIDS instruction not begin at such a young age.

The district had proposed an AIDS curriculum for elementary-school students, but did not specify if instruction would begin in kindergarten, officials said.

## DIMENSIONS

### Census of Elected School Officials

**More than 93,000 people hold elective office within the nation's public-school systems, according to a survey by the Bureau of the Census.**

**School-board members and other school officials selected by the public account for a little less than 20 percent of the 504,404 elected officials at all levels of government, the bureau's 1987 census of governments found.**

**The great majority of elected school officials are board members for 14,721 independent school districts—the total found in the Census Bureau's latest tally. The bureau's figures also include officials of "dependent" systems, which are school districts under some measure of fiscal or administrative control of another type of government.**

**The 757 "other" elected officials within school districts include a total of 292 superintendents, the survey indicated.**

**Texas led the nation with a total of 7,705 elected school officials, followed closely by Illinois, with 7,140.**

**Women represent 26.5 percent of elected school officials—a higher percentage than elsewhere in local government, the report noted. Only 2.4 percent of the officials are black, while 1.8 percent are Hispanic.**

**Copies of "Popularly Elected Officials, Preliminary Report No. 2," 1987 Census of Governments, GC87 (P)-2, are available for $1 each from the Data User Services Division, Customer Services (Publications), Bureau of the Census, Washington, D.C. 20233.**

| Type of Public School System | Number of Systems | School Board Members | | Other Elected Officials |
|---|---|---|---|---|
| | | Elected | Appointed* | |
| **Total** | **16,213** | **92,162** | **5,557** | **1,272** |
| School Districts | 14,721 | 86,015 | 2,574 | 757 |
| Dependent Systems | 1,492 | 6,147 | 2,983 | 515 |
| State | 25 | 119 | 3 | 138 |
| County | 584 | 1,569 | 2,292 | 78 |
| Municipal | 235 | 982 | 655 | 299 |
| Township | 648 | 3,477 | 33 | - |

## PEOPLE

■ **Gov. Thomas H. Kean** of New Jersey, a former history teacher who has become known as one of the most active "education governors," will become president of Drew University in Madison, N.J., when his term ends next January.

Mr. Kean, who championed such initiatives as alternative certification of teachers and state takeover of "academically bankrupt" districts, has been a close adviser to President Bush on education issues. He turned down an offer of a high-level post in the Bush Administration, according to an aide, saying he wanted to serve out the remainder of his term and stay in New Jersey.

■ **Boys in drag are a drag, Los Angeles school officials have decided.**

Their decision effectively defrocks the cheerleading corps for the district's traditional "powder-puff" football games—in which girls compete to the huzzahs of male students dressed as female cheerleaders.

The new policy stems from officials' assessment, following some complaints, that the male cheerleaders' cross-dressing violates Title IX of the Education Amendments of 1972, which bars schools from discriminating on the basis of sex.

The policy does not ban the powder-puff games themselves. But it prohibits male students from dressing as girls and "using props under their clothing which represent female anatomical features," according to a district spokesman.

Nonetheless, without the cross-dressing element the games appear to have lost much of their appeal and are being replaced by less controversial activities, the spokesman said.

■ After 80 hours and one minute of nonstop singing, the 18 members of **Apache Junction (Ariz.) High School's choir** have apparently clinched the world record for marathon singing and raised $6,500 towards their spring trip to Florida.

In the presence of officials from the *Guinness Book of World Records*, the choir members last month succeeded in surpassing a previous record of 78 hours and 28 minutes. The necessary papers have been submitted to *Guinness*, said Jack Larson, the school's principal, and the students are now awaiting official acceptance of their claim.

Although choir members were unable to do much more than whisper for a few days after the event, the community spirit it generated "was a good shot in the arm" and well worth a few exhausted vocal chords, said Mr. Larson.

Teachers, students, and parents provided a continuous audience and source of encouragement for the choir members, who periodically sought to keep themselves awake by marching around the school.

■ A federal judge in New Jersey has dismissed a 17-year-old high-school student's attempt to expunge a secret file that the Federal Bureau of Investigation kept on his efforts to compile a 6th-grade class project.

U.S. District Judge Alfred M. Wolin ruled that confidential F.B.I. documents failed to support the claim made by **Todd Patterson** that the bureau's efforts to open the youth's mail and tap his family's telephone violated his First Amendment right to "seek information and correspond freely."

However, Susan Cassell, an assistant U.S. attorney, said the F.B.I. is considering the judge's suggestion voluntarily to expunge the file "as a public-relations gesture."

The F.B.I. has acknowledged that it kept a file on Todd when he wrote to foreign embassies to collect material for a homemade encyclopedia.

Todd, currently a student at Don Bosco Preparatory School in Ramsey, N.J., has expressed concern that the file could jeopardize his chances of one day entering the diplomatic corps.

## RESEARCH AND REPORTS

### Finger-Counting Found Useful In Learning Arithmetic

Although teachers traditionally have discouraged pupils from counting on their fingers, the practice may in fact enhance the learning of arithmetic, two psychologists from Carnegie Mellon University argue.

The researchers, who studied 160 children from Pittsburgh and the nearby suburb of Monroeville, maintain that students learn best by giving the correct answer—no matter how they arrived at it.

"Part of the reason not-so-good students have problems," said Robert S. Siegler, who conducted the studies with Dennis Kerkman, "is that they are bad at executing 'back-up strategies'" such as finger-counting.

Without such strategies, Mr. Siegler added, "they create errors that they then confuse as right answers."

Forbidding finger-counting, he suggested, is like "killing the messenger for bearing bad news."

"Teachers reason that good students and older students tend not to use their fingers," he said, "and that bad students and younger students use them."

"They tend to make the poorer students superficially look like" the better students, the researcher added. "That doesn't seem to work very well."

Findings from the research are expected to be published later this year.

■ **Elderly "mentors" can be especially effective in working with troubled young people,** according to a new report by Public/Private Ventures.

The report released this month by the nonprofit research organization examines five "intergenerational" counseling programs in Michigan, Massachusetts, and Maine. The programs, targeted at such groups as teenage mothers, young offenders, and students in danger of dropping out of school, make use of members of the Foster Grandparents program, retirees from several labor unions, and other older volunteers.

Copies of "Partners in Growth: Elder Mentors and At-Risk Youth," are available for $5 each from the Communications Department, Public/Private Ventures, 399 Market St., Philadelphia, Pa. 19106-2178.

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# EDUCATION WEEK

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## Sciences Group Unveils Plan To Revise Curricula

### *Project 2061 Defines Core 'Literacy' Goals*

**By Robert Rothman**

WASHINGTON—The American Association for the Advancement of Science last week launched a major school-reform initiative that is expected to extend over decades and involve not only a curricular remolding but changes in teacher training, course materials, testing, and school organization.

The initiative moves the A.A.A.S.'s Project 2061—named for the date of the next appearance of Halley's Comet—from theory into practice. It was described at a press conference here in which leaders in the scientific and education communities unveiled a blueprint for learning developed over three years from the work of several panels of scholars.

The report, "Science for All Americans," represents, it says, a "shared national vision of what Americans want their schools to achieve" in science, mathematics, and technology.

William O. Baker, co-chairman of the 26-member committee that compiled the report, said that the project's scientific-literacy goals were an essential ingredient of any plan for regaining the country's competitive edge in the world market.

"We can't wait any longer for the treatment of deficiencies, which are deadly," said Mr. Baker, former chairman of the board of AT&T Bell Telephone Laboratories Inc.

"It isn't that we don't know what to do," he asserted. "It's absolutely certain we're not yet doing it."

The report's blueprint of essential learning goals—what it calls a "common core of learning"—stresses the connections among scientific disciplines, rather than the boundaries between them.

It encourages schools to emphasize ideas

*Continued on Page 22*

## 'Personalizing' High Schools

### *N.Y.C. Testing Plan To Carve Out Smaller Units*

**By William Snider**

Within the towering steel and glass walls of New York City's Martin Luther King Jr. High School, administrators have embarked on an experiment some experts believe could provide a model for pumping new life into ailing urban schools: They are attempting to create a smaller, more personal environment for students and teachers.

The only physical signs of the experiment are offices that house the staffs of nine "institutes" to which all 9th and 10th graders, and some upperclassmen, belong. These include an institute for law and justice, a business-careers institute, and others organized along programmatic themes.

A core group of teachers, administrators, and guidance personnel is assigned to each institute to promote collaboration among staff members and create the conditions under which they can develop a closer rapport with their students.

"I would like to see the whole school—all 3,300 kids and all 300 staff members—involved in a way that makes them feel they have a positive, vested interest in a group that also cares about them," said Caesar Previdi, the school's principal, now in his third year.

The M.L.K. project is part of a new wave of experimentation pegged to an old idea—that a smaller, more intimate school setting provides a social environment more conducive to learning.

Concern over excessively high dropout rates, particularly in urban systems, has led many education reformers to conclude that large-scale high schools and middle schools contribute to the problem by promoting a sense of alienation and anonymity among students.

Several of the school-restructuring

*Continued on Page 6*

## Anti-Drug Efforts Need Resources, Those in the Trenches Advise 'Czar'

**By Ellen Flax**

When William J. Bennett goes before the Senate this week to be confirmed as the first "drug czar," school officials and drug-education experts will be among those listening most carefully to his testimony.

Few doubt the former U.S. Secretary of Education's intention to make good on President Bush's mandate to make education a central part of the federal fight against illegal drugs. But many question his ability—or desire—to allocate the funds that many see as necessary to carry out this mission.

To make schools an essential part of the anti-drug campaign, they say, Mr. Bennett will have to match his rhetoric with funds

*Continued on Page 21*

UP WITH HOPE, DOWN DOPE
STOP DRUGS Before DRUGS STOP YOU SAY NO!

Craig Herndon/The Washington Post

Students and teachers mark the closing of a drug-infested Washington building.

## Civil-Rights Unit Shirks Its Task, 2 Reports Charge

### *Seen 'Relentlessly' Undermining the Law*

**By William Snider**

WASHINGTON—The agency responsible for enforcing federal civil-rights laws in education has failed to issue consistent enforcement guidelines, discouraged prosecution of certain types of bias complaints, negotiated insufficient remedies, and declined to monitor them for compliance, according to two new highly critical reports.

Both reports provide new evidence buttressing criticisms that have frequently been leveled at the Education Department's office for civil rights in hearings and legal actions during the past eight years.

"Notwithstanding intense judicial and Congressional scrutiny since 1981, O.C.R.'s leadership has relentlessly undermined the civil-rights statutes entrusted to it," the majority staff of the House Education and Labor Committee concluded in one of the reports.

The report, which was not endorsed by the full committee, is the first in recent years to assess O.C.R.'s performance partly on the basis of interviews with the officials who carry out the agency's policies from 10 regional offices. Committee staff members visited 6 of the 10 regional offices and analyzed data and information provided by the O.C.R. headquarters in Washington.

The interviews revealed, the report said, that there was a "clear perception among the regional office staff that certain issues were 'off limits' and could not be investigated . . . unless there were 'horror stories'—facts of such egregiousness that a finding other than discrimination was not possible."

The second report is a chapter in a forthcoming study of civil-rights enforcement during the Reagan years that also examines efforts to end discrimination in areas such as higher education, housing, and employment.

*Continued on Page 20*

## Escalating 'Bricks-and-Mortar' Cost: The Problem Nobody Wants

Bobby Coker/Orlando Sentinel

Overcrowding at high school in Florida, where construction needs are mounting.

**By Nancy Mathis**

The nation's school districts, faced with decaying buildings and annual construction outlays nearing $7 billion, may need help from policymakers, especially those in state governments, in underwriting the massive costs of building and renovating, experts said last week.

The costly brick-and-mortar problem has been too long ignored by legislatures, dismissed by voters, and delayed by school officials, concede state leaders and educators.

"The magnitude of the problem is enormous and may well be the educational issue of the 1990's," three school-finance experts conclude in the latest edition of the *Journal of Education Finance*.

Buildings are often unsafe, overcrowded, inaccessible to special populations, and in need of asbestos abatement, new roofs, upgraded electrical systems, and other physical improvements, the researchers write.

And they point to additional pressure on school officials for more space to accommodate state mandates for smaller classes, new preschool programs, instructional programs for at-risk students, improvements in technology, and new developments in science laboratories.

"A sizable proportion of our nation's urban, suburban, and rural school buildings are in need of repair, modernization, or replacement," argue David C. Thompson, assistant professor of educational administration at Kansas State University; David S. Honeyman, assistant professor of educa-

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## Also in the news

**5** **New Perspective on Risk**
A study of black and Hispanic elementary pupils shows no lack of confidence or motivation, despite poorer achievement.

**5** **Principals' Poll Data**
Nearly a third of all elementary-school principals will retire in three years, but few minorities may take their slots.

**14** **Official Indifference?**
A Senate panel probes the oversight loopholes that have allowed sexual abuse in Indian schools to go unchecked.

## IN SUMMARY

**A Warning From the Regents**
The education governing board for New York State has put New York City school officials on notice that they may face dismissal if they continue to lag in reforming their troubled system. **Page 4.**

**A Move to 'Real Reform'**
The Columbus, Ohio, school district, looking to achieve what its superintendent calls "real reform," not "smoke and mirrors," has adopted an ambitious new restructuring plan. **Page 6.**

**'Trust Fund' Under Fire**
Gov. Richard F. Celeste's $1.8-billion plan for an Ohio school "trust fund" has drawn a tepid response from his fellow Democrats—and been declared "dead on arrival" by Republicans. **Page 8.**

**Utilizing a Jackpot**
Florida's ongoing dispute over how to use lottery profits seems likely to continue, following the governor's release of a budget that would dedicate the funds strictly to enhancing schools. **Page 9.**

**Nepotism Data Lacking**
A new report on "kinship" hiring by Kentucky school districts concludes that the "stench of nepotism" many in the state have perceived is largely unsupported by actual data. **Page 10.**

**A Child-Abuse Ruling**
The U.S. Supreme Court, ruling in a Wisconsin child-abuse case, has held that the 14th Amendment does not create a government guarantee of safety from such harm. **Page 14.**

**Budget Questions Continue**
Members of two key budget panels last week grilled Secretary of Education Lauro F. Cavazos about the President's spending plan—labeled a "deception" by one lawmaker. **Page 14.**

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# ACROSS THE NATION

## NATIONAL

### Group Warns of Toxic Dioxin In School Milk Cartons

An environmental organization has called on the U.S. Department of Agriculture to ensure that the milk cartons used in its school-nutrition programs do not contain dioxin, a highly toxic chemical.

Action is urgently needed, argues Greenpeace, an international advocacy group, because a study by the Canadian government last year found that dioxin migrates from paper cartons into milk. Dioxin has been linked with reproductive and immunological disorders.

Dioxin is a byproduct of a chlorine bleaching process used to whiten paper products, including milk cartons. Milk stored in cartons made from plastic, glass, and unbleached paper products is much less likely to contain dioxin, according to the Canadian study.

A spokesman for the U.S.D.A. said that no changes will be made until the agency receives more information about the matter from the Food and Drug Administration and the Environmental Protection Agency.

■ **Increasing percentages of children and the elderly are placing more demands on the nation's 13 Western states,** a new report maintains.

The demographic expansion of the two age groups that most need and use public services has imposed a greater burden on taxpayers in the West than in any other region, argues the report by Westrends, a branch of the Council of State Governments.

The Pacific and Rocky Mountain states have the highest percentage of children under age 5 in the nation and three times the national rate of elderly people.

Every Western state but Oregon has a birth rate higher than the national average, said Cathy Callaway, a spokesman for the organization.

Copies of the report, "The Dynamic West: A Region in Transition," are available for $30 each from the Council of State Governments, Iron Works Pike, P.O. Box 11910, Lexington, Ky. 40578-9989.

■ **"Running Start," a program designed to develop reading skills among young children,** has been established with a $2.1-million grant from the Chrysler Corporation Fund.

In its largest commitment ever to a single project—and its first for early-childhood education—the automobile manufacturer's philanthropic arm has formed a partnership with Reading is Fundamental Inc., the nation's largest nonprofit reading organization.

The new initiative will distribute money over the next three years to enhance 1st-grade reading programs at selected schools in cities where Chrysler has facilities.

"We're still in the process of making that selection," said Vicki Heland, RIF's manager of educational services. "We'll be looking for geographic variety in both large and small cities."

## DISTRICTS

### Boston Panel To Consider Choice Plan, Wilson's Contract

The Boston school committee was expected to vote this week on two controversial and closely linked issues: renewal of Superintendent Laval S. Wilson's contract and a new student-assignment plan.

The fate of the district's first black superintendent has become increasingly uncertain in recent months, according to district sources and press accounts, as city officials and community leaders have debated proposals for ending 15 years of mandatory student busing.

The plan to be considered by the panel is a combination of proposals submitted by Mr. Wilson and consultants hired by Mayor Raymond L. Flynn. It would allow all parents to choose their children's schools, subject to limits set by the need to maintain racial balance.

Last month, the committee adjourned a meeting on Mr. Wilson's contract after it became apparent that a majority of the 13-member committee opposed renewal, according to *The Boston Globe*.

The superintendent's support eroded after he proposed closing and consolidating some schools as part of the controlled-choice plan, according to school officials and other observers. They also pointed to conflicts between Mr. Wilson's efforts to centralize power and a growing local movement to give teachers and parents more control over their schools.

■ **Some members of the Milwaukee school board are pushing for the elimination of a decade-old requirement that district employees live in the city.**

According to a spokesman for the board, some members have expressed concern that the rule has slowed the pace of racial integration in the suburbs. Local union officials have argued that employees should be free to live where they chose.

One sign of sentiment on the board came last month, when the finance and facilities committee rejected a request by Superintendent Robert S. Peterkin for $40,000 for a private detective hired to investigate violators of the residency rule.

The district had been advised by the city's attorney to hire the detective to collect "evidence" needed to settle residency disputes, according to a spokesman.

The investigator was used only when district officials had reasonable cause to believe employees were living outside the city, the spokesman added.

The funds were denied because board officials want to "reexamine the residency rules," the spokesman said. If the rules are changed, the detective would not be needed.

■ **Allegations of financial irregularities have led to the resignation of the athletic director of the St. Paul school system.**

Melvin Branch resigned after agreeing to repay the district $4,750 that an audit showed was missing from a fund under his control.

The internal audit also questioned whether an additional $30,000 had been spent or accounted for properly. It cited such instances as the purchase of equipment without bids, $20,000 in purchases from a sporting-goods company said to be partly owned by a relative of Mr. Branch, and personal loans made from athletic funds.

The state auditor's office has begun its own audit of the athletic department's funds, and the Ramsey County attorney's office has expressed interest in the case.

District officials said that they found no evidence that Mr. Branch used any athletic funds for personal gain.

■ **Sue Collins, a Waco, Tex., high-school teacher who contended she had been pressured to change an athlete's grade, has settled her lawsuit against the district for $50,000 plus $120,000 in legal fees.**

Last year, a jury awarded Ms. Collins $77,000. But the decision was set aside by the judge in the case, who admitted that the time limits he had placed on completion of the trial were unfair.

Ms. Collins agreed to resign from her position, effective June 1, and to drop a grievance against the principal of the high school, according to Brad Ritter, a spokesman for the Texas State Teachers Association.

The Plain Dealer, Cleveland, Ohio

Valerie Lane and other Cleveland parents are getting official encouragement to help their children in school. Teachers have prepared a brochure on home learning for them, and the school board plans to enlist them in "partnership" agreements.

## UPDATE

**■ Los Angeles teachers began turning in students' report cards to the district last week, in order to avoid losing their latest paychecks.**

Many members of United Teachers of Los Angeles had withheld official midyear grades from the district to protest stalled contract negotiations. But union officials last week advised teachers to turn in their report cards, after a county judge declined to issue a temporary restraining order barring the district from retaliating by withholding salaries. *(See Education Week, Feb. 15, 1989.)*

Superior Court Judge Dzintra Janavs said at a Feb. 17 hearing that she did not have jurisdiction over the dispute, which she maintained falls under the domain of the state's public-employee-relations board.

Don Schrack, a spokesman for the union, said the U.T.L.A. will appeal the judge's ruling, using one teacher as a test case.

Union members are scheduled to vote March 7 on whether they will accept the district's latest contract offer or authorize a strike for later in the semester.

**■ The Minneapolis school board is expected to vote this month on a proposal for an experimental new middle school** that would combine academic studies with real-life experiences by holding classes in "learning centers" located throughout the community.

Students at the proposed Chiron School would attend classes on a year-round basis, spending nine weeks at a time at sites in museums, zoos, government offices, and other locations. They would engage in learning projects related to the site where their classes are being held.

The proposal is the result of an unusual competition sponsored last year by a group of business leaders, educators, and parents. The group promised to pay up to $6,000 for the best proposal for a school that put education-reform ideas into practice. *(See Education Week, June 8, 1988.)*

The winning concept was submitted by a local principal and a teacher. It also would abolish grade-level designations and place pupils in multi-age groups where individual students could progress at their own pace.

If the board approves of the idea, officials said the new institution could open as early as next fall, with 300 to 600 students in grades 5 through 8.

**■ Gerard T. Indelicato, the former education aide to Gov. Michael S. Dukakis of Massachusetts, has been sentenced to 7 to 10 years in state prison** after pleading guilty to charges that he steered a state education department contract to an associate by forging documents.

Mr. Indelicato also pleaded guilty to three more counts of forgery, larceny, and conflict of interest related to his tenure as president of Bridgewater State College. For those charges, he was sentenced to 3 to 5 years in prison, to run concurrent with the 7-to-10-year sentence.

Mr. Indelicato is currently serving a 30-month sentence in federal prison in connection with a scheme to defraud the state of $80,000 in adult-education funds. The new sentence will begin after the conclusion of the federal term. *(See Education Week, May 4, 1988.)*

**■ For the second time in two years, Attorney General Robert Butterworth of Florida has accused dairy processors and distributors of illegally fixing the price of milk sold to public schools.**

Acting on behalf of 20 school districts, the attorney general charged the dairy firms with conspiring to divide school contracts among themselves, thereby eliminating competitive bidding and setting artifically high prices.

The attorney general is seeking triple damages.

Charged as defendants were Barber Dairies Inc., of Birmingham, Ala.; Dairy-Fresh Corp., of Greensboro, Ala.; Kinnett Dairies Inc., of Columbus, Ga.; and Bassett Dairy Products Inc., of Live Oak, Fla.

Another four companies and 34 individuals were named as unindicted co-conspirators.

In February 1988, eight milk processors and four distributors agreed to settle a similar lawsuit for $32.2 million. *(See Education Week, Feb. 24, 1988.)*

## DIMENSIONS

### School-Based Clinics

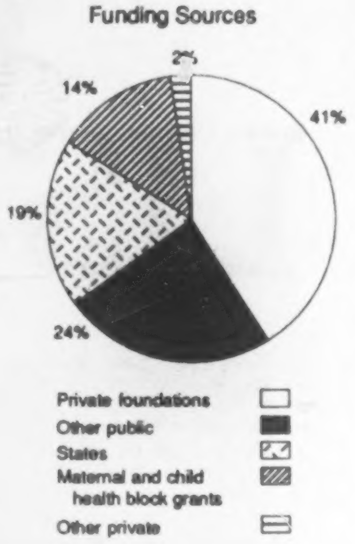
Nearly half of the funding for school-based health clinics comes from private sources, according to a survey by the support center for school-based clinics of the Center for Population Options.

Private foundations represent the largest single source of money for the clinics, which provide a range of health-related services, frequently to students who have no other primary source of care.

Each clinic costs an average of $165,000 a year, the survey of 45 programs operating 76 clinics indicates.

The number of school-based clinics has risen rapidly in recent years, from 12 in 1980 to 62 in 1986 and 150 in 1988, the center reports.

Copies of "School-Based Clinics—1988 Update" are available for $3.00 each from the Center for Population Options, 1012 14th St., N.W., Suite 1200, Washington, D.C. 20005.



## RESEARCH AND REPORTS

### Census Report Finds Rapid Growth In Single-Parent Families

The proportion of children who live with only one parent has doubled since 1970, according to a new report by the U.S. Bureau of the Census.

About 12 percent of all children in 1970 were in single-parent families, the report indicates; by 1988, 24 percent were in such families.

The bureau estimates that 15.3 million children under 18 lived in single-parent homes last year.

Such living arrangements were most common among black children, 54 percent of whom lived with just one parent. In comparison, 30 percent of Hispanic children and 18.9 percent of white children lived in single-parent households.

Copies of the report, "Marital Status and Living Arrangements: March 1988," Series P-20, No. 432, are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The price of the report has not yet been set.

## Fledgling Fiddlers

The notes sometimes screech and scratch enough to set teeth on edge.

Even so, when the 2nd graders at Bryden Elementary School in Beachwood, Ohio, draw bows across their violins and pluck at the strings, the tune of "Hot Cross Buns" emerges in a more-or-less identifiable form.

The budding violinists are participating in "Introduction to Musicianship With the Violin as a Medium," a pilot program designed to acquaint students with the instrument and to inspire their interest in music.

"The goal is not to develop polished virtuosos," says Molly Weaver, a music instructor who helped design the program. Instead, says Lee McMurrin, the district's superintendent, the goal is to cultivate "musicianship on a bonafide instrument."

During a total of six 30-minute classes, students work on such basic violin skills as the correct positioning of the violin and bow, posture, pitch identification, and good tone production.

Each student receives a violin for the duration of the program. After two weeks of hard work, they are permitted to take their instruments home to show off their new talents to their families.

At the beginning, the children practice technique and form using a plastic straw—an appurtenance that is considerably less unwieldy than a bow in the hands of a 7- or 8-year old.

Quickly enough, though, the potential music makers have switched to bows and begun tackling "Mary Had a Little Lamb," "Twinkle, Twinkle Little Star," and other elementary-school favorites.

"They don't sound like the Cleveland Orchestra," Ms. Weaver readily concedes. But nevertheless, she says, the songs are "recognizable and can even sound quite good."

—J.W.

## PEOPLE

■ The teaching credentials of **Peggy Ann Buckey**, a former defendant in a highly publicized child-molestation case in Manhattan Beach, Calif., were reinstated last month.

Ms. Buckey has begun working as a special-education teacher at the Trident Center of the Anaheim Union High School District.

She helps students between the ages of 16 and 19 who have learning and communication disorders, according to Cynthia Grennan, the superintendent of the district.

In 1984, Ms. Buckey was one of seven employees of the Virginia McMartin Preschool to be charged with 135 counts of sexual abuse and conspiracy.

The charges against Ms. Buckey and four other teachers were dropped in 1986, after District Attorney Ira Reiner of Los Angeles concluded that there was insufficient evidence to convict them.

Ms. Buckey's brother, Raymond Buckey, and her mother, Peggy McMartin Buckey, are still being tried on charges of molestation and conspiracy.

## MILESTONES

■ **Georgiana Hardy**, who served on the Los Angeles school board longer than any other member in the system's history, is dead at 78.

She was first elected to the board in 1955, at a time when it was controlled by a conservative majority. The influence of Ms. Hardy, a lifelong liberal, gradually led to more "progressive thinking" among board members, according to a spokesman for the district.

Ms. Hardy served five consecutive terms and was president of the board three times before deciding not to seek reelection in 1975.

### Correction

The position of the Council of Chief State School Officers on the split of federal vocational-education funds between program improvement and special populations was incorrectly reported in the Feb. 15 issue.

While the C.C.S.S.O. had considered advocating that program improvement receive a greater share of federal funds, its final position was that the split between the two categories should remain the same but that a third funding category should be added for improvement of programs that serve highly concentrated special populations.

### Clarification

An article in the Feb. 15 issue, "Questions Raised on Efficacy of Stiffer Math, Science Graduation Requisites," did not include the title of a study conducted by the Center for Policy Research in Education. The title of the report by William H. Clune et al. is "The Implementation and Effects of High School Graduation Requirements: First Steps Toward Curricular Reform."

# Bricks and Mortar: Vast Ills but Few Remedies

*Continued from Page 1*

tional administration at Lehigh University; and Craig R. Wood, associate professor of educational administration at Purdue University.

But the price of the undertaking may overwhelm local districts' ability to pay, Mr. Thompson said.

For years, school facilities have been neglected as districts focused on instructional priorities, he said.

Still, the amount districts have spent in recent years, and are expected to spend in the years ahead, is staggering.

The magazine *American School & University* has reported that school-district spending on construction projects in 1987 totaled a record $6.6 billion nationally, up $516 million from the previous year.

Calling it a "boom market" not seen since the 1970's, the magazine reported that the spending total for 1988 through 1990, according to districts' projections, would be $21.9 billion. The actual costs, it said, probably would be higher.

As massive as those figures are, however, they still do not include needs that districts are unable even to plan on meeting, the experts suggested.

A new national survey of rural and small schools enrolling fewer than 800 students revealed, for example, that each building had $300,000 in deferred-maintenance needs alone, said Mr. Thompson.

"We're finding an awfully lot of needs that local districts do not have the ability to [meet]," he said.

### Voter Resistance

Traditionally the domain of local districts, capital construction projects historically have been underwritten by local bond issues approved by voters.

But voters frustrated by local taxation levels have been downing bond issues with increasing frequency in recent years—a pattern that worries many school officials. *(See Education Week, Oct. 19, 1988.)*

In addition, the limits generally placed on districts' bond indebtedness mean they may not be able to fund all needed capital projects in any event. And many districts simply lack the tax base to generate revenue for construction or repairs.

In Wisconsin, the issue has become a politically hot topic after a series of newspaper articles last year resulted in state safety inspections of school buildings and calls by State Superintendent Herbert Grover for increased state aid to fund repairs.

"Candidly, we can't get the referendums passed," said Mr. Grover. "We've only built five new buildings in the past five years. We have 2,002 buildings, so at that rate the new buildings will have to last 400 years."

### Proposing to Share Costs

Mr. Grover has proposed that the state pay for 46 percent of districts' maintenance and construction budgets through the school-aid formula. That would amount to an additional $43 million from the state annually.

Gov. Tommy Thompson has proposed a $27-million appropriation, which the state superintendent claims is inadequate.

Mr. Grover views the problem as one of priorities and a moral obligation to children.

"We've spent more money on prisons in the past five years than we have on elementary- and secondary-education facilities, and we only house 5,500 prisoners," he complained. "Our prisons are in better shape than our elementary and secondary schools."

"It's a gut issue," he added. "We put our children in decrepit, dank, stark buildings. Our highways, zoos, and prisons are in the greatest of shape."

Mr. Grover contended that school buildings "should be bright and warm and nurturing. They ought to be the happiest and most embracing environment children can come to."

**Construction Expenditures By School Districts**

*(in thousands)*

| | |
|---|---|
| **Completed in 1987:** | |
| New | $2,627,432 |
| Additions | 2,093,926 |
| Modernizations | 1,914,887 |
| Total | 6,636,245 |
| **Projected for completion, 1988-90:** | |
| New | $10,270,000 |
| Additions | 7,316,000 |
| Modernizations | 4,345,000 |
| Total | 21,931,000 |

SOURCE: *American School & University*, May 1988

### 'Educational Slums'

In recent months, other state officials also have attempted to tackle the construction problem.

- In West Virginia, Gov. Gaston Caperton recently announced a $500-million plan to refinance state bonds to fund repairs and new buildings.

Steve Haid, Mr. Caperton's education aide, said the Governor was struck by the condition of buildings "that are artifacts of the 19th century, nothing more than educational slums."

- In Texas, Comptroller Bob Bullock in January announced a plan to use state-backed bonds to finance $750 million in school construction projects.

Mary Jane Wardlow, Mr. Bullock's spokesman, said the 1,062 Texas school districts, which rely solely on local revenue for such projects, have the highest bonded indebtedness in the nation—$6.5 billion. She said districts' payments on principal and interest amount to $900 million a year.

Officials estimate that Texas districts will need to spend another $5 billion by the mid-1990's to keep pace with enrollment growth, Ms. Wardlow said.

In both the West Virginia and Texas plans, school districts would save money because state-backed bonds would have lower interest rates, but both states would require districts to repay the debts.

- In Oklahoma, the House education committee also has proposed that the state assist school districts with construction needs.
- In Kansas, the school boards' association recently adopted a measure asking the state to provide assistance to schools.
- North Carolina's legislature has adopted a measure earmarking tax revenue to aid districts with construction and repairs.
- And the New York legislature has created a special bonding authority to assist New York City public schools. The estimated price tag for construction and renovation in the nation's largest district is $15 billion by the year 2000.

### Fewer Than Half of States Help

All told, 21 states offer some form of capital construction aid to local districts, according to Richard Salmon, associate professor of education at Virginia Tech University, who has conducted a study of state school-aid formulas.

Only three states—Alaska, California, and Hawaii—are considered to fully fund construction projects, said Mr. Salmon; seven others have loan programs for districts; and 11 have set up independent bonding authorities.

"It's an overlooked area," the researcher said. "Most states don't do a whole lot for school construction."

But he noted that "there's a recognition that states haven't faced up to that responsibility very well and more and more are getting into it."

That interest has been spurred by recent court decisions in school-finance and desegregation cases, according to Mr. Salmon.

In their legal arguments over the equity of state funding formulas, some property-poor districts have contended that wealthy districts can afford new, safe buildings while poor districts cannot. And in the Kansas City desegregation case, the state of Missouri has been ordered to fund a substantial proportion of the district's some $100 million in capital construction needs.

In his current studies of the effects of local fiscal restraints on construction costs, Mr. Thompson of Kansas State said he was "discovering that facilities are increasingly becoming an issue mentioned in court suits." In addition to the Kansas City case, he noted, the issue has been raised in school-finance lawsuits in New Jersey, Tennessee, Texas, and West Virginia.

Late last week, Saul Cooperman, New Jersey's state school chief, issued an administrative ruling overturning a law judge's finding that the state funding system was inequitable. But Mr. Cooperman agreed with the judge's finding that a statewide initiative was needed to help districts rebuild their facilities.

Citing previous litigation and discussions he has had recently with school officials in several states, Mr. Thompson predicted that funding for construction costs would play a more prominent role in future school-finance suits.

### 'Enormous' Needs

Meanwhile, in the vast majority of school districts the search is already on for alternative methods of financing construction projects.

Several districts have used lease-purchase arrangements, under which private investors construct the building, provide the equipment, and lease it back to the district under a long-term contract.

By not having to issue bonds, districts avoid the problem of seeking voter approval for new buildings, eliminate costly debt service, and are able to make the lease payments directly from their general funds.

The practice is used mainly by municipalities, but a growing number of districts, especially in California, are also using the method. North Carolina lawmakers also have given their school districts the authority to enter into such agreements.

Another idea, recommended by the Carnegie Foundation for the Advancement of Teaching, would be federally backed low-interest loans to districts. The foundation, in its report last year on urban schools, suggested a "National Urban Schools Facilities Program" that would offer federal help to replace or repair urban school buildings.

And in Florida, Commissioner of Education Betty Castor has appointed a task force to find alternative revenue sources for school construction because a utility tax earmarked for that purpose can no longer keep pace with the state's enrollment growth of 60,000 students a year.

Spokesman David Voss said officials have predicted that Florida's school-construction needs will outpace revenue by $3.5 billion in the next five years.

"We are facing a situation here where we are shifting a greater burden to local bond issues," said Mr. Voss. "The need here is just enormous."

Without assistance from the state, many school districts may go without the renovations and new equipment needed to make students competive in a world economy, said Ms. Wardlow in Texas. Some 730 of the state's 1,062 districts are considered property-poor, and many, because they lack the financing, have been unable to meet state mandates to shrink class sizes.

"Mr. Bullock just thinks we're not going to have the background to handle the world competition unless we address this issue," Ms. Wardlow said. "He feels this is as much an economic issue as an educational issue."

For its part, the *Journal of Education Finance* is devoting two of its quarterly issues this year to the school-facilities problem. While they are not promoting a particular solution, the researchers said, they hope decisionmakers at the federal, state, and local levels will begin to "comprehend the magnitude of the problem and begin to address methods which can be utilized to correct these needs."

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*Teaching the way THEY Learn,*
Otto Kroeger

**Summary Address:**
*Learning Styles –*
*Consider the Impact*
Tony Gregorc

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- To provide a forum for professional and academic discussion of small school issues.
- To build networks for ongoing consultation and assistance.

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- The urban small school
- Case studies of small schools
- Case studies in technology
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# EDUCATION WEEK

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## Bush Called On To Free Funding For Experiments

### *Rule Waivers Said Way To Spur School Reform*

**By Lynn Olson**

President Bush and the Congress should free selected school districts from rules governing federal aid for disadvantaged youngsters so they can use the funds in innovative ways, a national policy-analysis group proposes in a new blueprint for advancing school reform.

In exchange, the districts would be expected to set and meet performance standards for poor and minority students that far exceed current expectations.

The National Center on Education and the Economy, which developed the plan, compares the wave of innovation that could result from such an initiative to the sweeping experimentation in welfare reform that states engaged in prior to the passage of new federal welfare legislation last year.

The lessons learned from those experiments formed the basis for the current federal welfare policy, the center suggests, saying, "We believe something similar is called for in this case."

The proposal is contained in a report by the center on the federal role in education. It is the first policy document to be generated by the new organization since it was formed a year ago by Marc S. Tucker, former director of the Carnegie Forum on Education and the Economy.

The report was scheduled to be released this week by the center's 25-member board of directors, which includes John Sculley, president and chief executive officer of Apple Computer Inc.; former Gov. James B. Hunt Jr. of North Carolina; Hillary R. Clinton, wife of Gov. Bill Clinton of Arkansas; and David Rockefeller Jr., vice chairman of Rockefeller Family & Associates Inc.

According to the board's report, "To Secure Our Future: The Federal Role in Education," the challenge facing the United States "is to

*Continued on Page 24*

## Views on 'Choice'

In a new survey, 51% of school-board presidents opposed parental choice. Story on page 5.

*Do you think that parents in your community should or should not have the right to choose which local public schools their children should attend?*

| | Yes | No | Don't Know |
|---|---|---|---|
| **Board presidents** | 36% | 51% | 13% |
| **Superintendents** | 31 | 68 | 1 |
| **Principals** | 37 | 60 | 2 |
| **Public-school parents** | 76 | 21 | 3 |
| **Nonpublic-school parents** | 81 | 15 | 4 |
| **No children in school** | 68 | 20 | 12 |

SOURCE: The National Center for Education Information

## In San Diego, Managers Forging 'Service' Role

### *They're 'Needed in a Different Way'*

**By Lynn Olson**

San Diego—From the outside, this school district's boxy pale-orange headquarters, sitting squatly in the California sunshine, looks like the very embodiment of the old factory model of schooling.

But inside the administrative offices for the San Diego Unified School District word has gone out that the prior rules for working with schools no longer apply.

Approximately 35 schools in this 117,000-student district are in the process of "restructuring" their programs: making any changes deemed necessary to improve student learning.

And the central-office staff members who oversee those schools—and all 118 others in the district—have been warned that they, too, are expected to change.

Instead of serving as the monitors and enforcers of district policy, these middle managers are to become the "enablers" and "facilitators" of reform.

All parts of the organization need to devise new ways of doing business, explains Ruben A. Carriedo, assistant superintendent for planning, research, and evaluation. "We can't just expect it from our schools."

Eventually, district leaders hope to provide all schools here with greater flexibility and autonomy.

San Diego's effort to rethink the operation not just of individual schools but of the entire school-district bureaucracy points to a central dilemma in the restructuring movement.

*Continued on Page 8*

San Diego City Schools

**Group counseling at San Diego's Wilson Middle School.**

## Needs of the Emotionally Disturbed Emerging in Debate on Federal Law

**By Debra Viadero**

When Kristin Huff first started having problems with her schoolwork at the age of 6, teachers at her Wichita, Kan., elementary school labeled her "learning disabled" and placed her in a special-education program.

At age 12, when the emotionally troubled youngster repeatedly tried to kill herself, the school's response was no different. Kristin continued to receive special-education services for her learning disability and little else.

When, at 16, a struggle with anorexia nervosa caused Kristin's weight to drop to 76 pounds, her educational status again remained unchanged.

"She was never identified as behavior-disordered," recalled her mother, Barbara Huff. "She was never offered psychological services, and, as parents, we didn't know where to turn. It was just a nightmare."

The Huffs' nightmare is one shared by many parents of seriously emotionally disturbed children, experts in special education and the mental-health fields maintain.

Called by some the "most neglected" of all special-education populations, these children, like Kristin, have long been either undiagnosed, shunted off to residential hospitals far from their homes, expelled from school, or simply lost in the juvenile-justice system.

Now, however, a coalition of parents, educators, and mental-health professionals is working to end such nightmares. And, when federal lawmakers sit down this month to begin the process of reauthorizing

*Continued on Page 23*

## *'Electronic Mailboxes': Novel Phone Links Closing Gap Between Parents and Schools*

**By Peter West**

When a measles epidemic threatened the Blue Valley Middle School in Stanley, Kan., this year, Principal Richard M. Seipel got the word out to nearly 600 students' parents simply by pushing a few buttons on his telephone.

He was able to notify "95 percent" of them within minutes, he said, by broadcasting a recorded message to their "electronic mailboxes" over the district's two-way voice-messaging system.

"The only delay came when the nurse and I met to write up the announcement," he said.

The Blue Valley school district, located in an affluent and rapidly growing suburb of Kansas City, is one of the first in the nation to experiment with voice-messaging as a way to improve the communications flow between schools and parents.

But indications are growing that it may soon be joined by many others, as an interactive technology being used extensively by business concerns for internal communications opens up for wider applications.

A recent federal-court ruling has permitted regional telephone companies to offer such services for the first time on a residential basis. And that has prompted researchers and industry leaders to probe the technology's usefulness to educators.

*Continued on Page 7*

## Sparks Fly Over Boston Decision To Cease Busing

**By William Snider**

The Boston school committee last week approved a radical plan to revamp the district's governance structure and student-assignment process, an action that has split both the committee and portions of the community along racial lines.

Black committee members declined to support the plan, signaling an apparent end to what had been a low-key effort to terminate nearly 15 years of court-ordered busing.

In the weeks before the vote, the plan had become enmeshed in the racial politics that have a long history in Boston. And it now threatens to take the participants back into the federal courtroom they were hoping to avoid.

The only points of agreement that appear to remain between the two sides are that many of Boston's public schools are badly in need of educational and capital improve-

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## Also in the news

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A school-board auditor's two years of undercover work for the F.B.I. broke open a bus-contracting bribery scheme.

**10** **New Finance Suit in N.J.**
Saying the constitutionality of the aid formula rests on full funding, school boards try to force greater expenditures.

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**Doubts on Choice**
A slim majority of local school-board presidents oppose parental-choice measures; more support greater on-site autonomy for schools, according to a new national survey. **Page 5.**

**Educational 'Junk Food'?**
A communications firm's plans to beam television news programs and commercials into high-school classrooms drew sharp criticism last week from school officials. **Page 5.**

**Bounty Hunting for Teachers**
The Dallas school system has promised to pay two personnel-search firms a $1,450 bonus for each black or Hispanic teacher they find who stays on the job for more than 90 days. **Page 6.**

**Global Education Stressed**
Schools must prepare students "to do business anywhere on earth" by expanding the teaching of foreign languages, history, geography, and culture, a new governors' report concludes. **Page 11.**

**Rethinking Q.B.E.**
Georgia is reexamining its 1985 school-reform law, as educators cope with its myriad accountability requirements and legislators seek ways to pay for more of its provisions. **Page 11.**

**Bush Budget Shifts**
Bush Administration aides have urged use of former President Reagan's 1990 spending plans in budget talks, but backed away from Mr. Reagan's call for school-lunch cuts. **Pages 15, 20.**

**Drugs, Schools, and Bennett**
At hearings last week on his nomination as anti-drug "czar," William J. Bennett emphasized efforts against student drug use, which a new survey shows is declining. **Page 17.**

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# ACROSS THE NATION

## NATIONAL

### Children's Health Has Deteriorated In Past Decade, Study Indicates

After improving steadily for half a century, the health of American children as measured by key indicators began to deteriorate during the past decade, according to a report released last week.

Compiled by the National Association of Children's Hospitals and Related Institutions Inc., the report cites 13 "health indicators" that it says suggest rising children's health problems. It documents, for instance, declining rates of immunizations among preschoolers and the increasing incidence of mumps, measles, pertussis, and other diseases that can be prevented by vaccines.

Some of the report's other measures of the worsening health of young people include: a doubling of the suicide rate for 15- to 19-year-olds over the last two decades, a doubling in the number of cases of pediatric AIDS over the past year, a 55 percent increase in the number of reported incidents of child abuse and neglect from 1981 to 1985, and increased obesity among school-age children.

Copies of "Profile of Child Health in the United States," are available for $20 each from N.A.C.H.R.I., 401 Wythe Street, Alexandria, Va. 22314.

■ **Preschool-age children are being exposed to potentially toxic pesticides at levels that far exceed federal standards,** a new study by the Natural Resources Defense Council concludes.

The study argues that children are unduly exposed to cancer risks because the U.S. Environmental Protection Agency's health standards for pesticides in foods are based upon adults' eating patterns. The standards do not reflect young children's heavy consumption of apple juice and other fruits and vegetables, the environmental group maintains.

As many as 6,200 current preschoolers may get cancer because of their exposure to pesticides on produce, the study predicts. The group has filed a lawsuit against the E.P.A., claiming that the agency has failed to counter known risks of pesticides in children's foods.

While foods that contain pesticides are "generally safe," the E.P.A. responded in a statement, "theoretical arguments suggest the young may be more susceptible" to pesticide-residue toxicity.

## STATES

### Michigan Judge Strikes Down State's Home-Schooling Rules

Michigan education officials say they expect to appeal a state judge's decision stripping them of authority to regulate home schools.

Judge Thomas L. Brown ruled last month that the education department's regulations on home schooling were vague and arbitrary. He directed the department to draw up new regulations, which he said would be subject to approval by the court.

The state regulations were challenged by a parent and the Clonlara School of Ann Arbor, which provides assistance to some 600 parents who teach their children at home.

They accused the state of harassing home schools by imposing standards that they said were more strict than those applied to other nonpublic schools—for example, by requiring them to provide 180 days of instruction each year by a state-certified teacher.

The state probably will appeal the ruling, according to Superintendent of Public Instruction Donald Bemis, because the court said it would have to approve the new regulations. That requirement violates the separation of powers embodied in state law, he said.

■ **A Florida task force has completed its report on school safety without an agreement on what to do to limit the availability of guns to students.**

But the panel, appointed last fall by Betty Castor, the state superintendent, plans to continue studying the issue.

In its report, released last month, the task force called on the legislature to expand an existing school-safety program throughout the state and to hire "prevention counselors" at middle schools. It also urged enactment of a law creating "safe-school zones" that would increase penalties for crimes committed within 1,000 feet of a school building.

A majority of members "felt the whole issue regarding guns and firearms in schools was beyond the schools and really needed more concentrated study," said John Winn, director of the state department's prevention center.

A subcommittee of the panel will study the issue further and "make broad-based recommendations, not just involving schools, to reduce the availability and use of guns among the young," he said.

■ **New York City schools cannot be held liable for injuries sustained by teachers assaulted on school grounds,** the state's highest court has found in two separate cases.

The Court of Appeals ruled last month that school districts should not be held to the same standards of negligence applied to landlords and other owners of private property. The cases involved assaults on two teachers in 1981 and 1983.

The city's school board has taken several steps this year to improve security at certain high schools, following a rash of assaults on teachers.

## DISTRICTS

### Los Angeles Parents Boycott Violence-Plagued High School

Parents of approximately 65 students plan to keep their children out of Jordan High School in Los Angeles until safety conditions improve, according to a group representing the parents.

The American Association of Women says that violence and weapons are common at the school, which is located in the crime-ridden Watts neighborhood.

Leslie C. Dutton, the group's president, said that many parents have been keeping their children out of school since January.

## *Buy Low, Sell High*

THE WALL STREET JOURNAL
P. Steiner

Peter Steiner

Thanks to a national stock-market game, Wall Street's bulls and bears have become daily classroom companions for several hundred thousand students this year.

Sponsored by the Securities Industry Association, the program involves elementary and secondary students in a hypothetical world of buying and selling stocks.

In the process, backers say, students get a better understanding of the stock market and the factors that affect it, the costs and benefits involved in economic decisionmaking, and other economic and mathematical concepts.

In participating classes, students break up into teams of three to five players. Beginning with an imaginary $100,000 each, teams make their stock selections and send them to a regional computer center, which issues weekly statements on their portfolios, including current holdings, brokerage fees, and margin interest.

At the end of the 10-week competition, the team that has achieved the greatest increase in the market value of its holdings is the winner.

"We try to make the game as realistic as possible," said Dennis O'Toole of the Virginia Council on Economic Education at Virginia Commonwealth University, one of the regional coordinating centers for the program. In fact, he said, the game is so close to the real thing that students almost come to believe they own the stocks.

Usually students "will want to invest in volatile stocks," said Margaret Kerr, a mathematics teacher in Newport News, Va., who recently led her 5th-grade students through the game. Such "high fliers" can result in far more dramatic gains or losses during the competition than do the more stable blue-chip stocks.

Along with the sense of ownership, though, students can also fall victim to the financial anxieties that accompany sudden changes in the market, Mr. O'Toole noted. Many begin following dispatches from the citadels of finance with an intensity rivaling that of the most sophisticated arbitrager or junk-bond specialist. —J.W.

# In Poll, Slim Majority of Board Chiefs Oppose Choice; 62% for Decentralizing

**By Lisa Jennings**

A majority of local school-board presidents oppose parental-choice measures, support greater on-site autonomy for schools, and feel the field's biggest problem is "lack of financial support," according to a new national survey.

Leaders say lack of money is the biggest problem facing schools today.

The survey was conducted by the National Center for Educational Information, a private research firm. Its officials last week said the study offers the first national profile of school-board leaders' views on reform.

The report, written by the firm's director, Emily Feistritzer, also provides comparisons of the board officials' responses with those from similar surveys of other school leaders and the general public.

One goal of the survey project, Ms. Feitritzer said, was to give school-board presidents the chance to voice their opinions, so that "they might be held accountable for what they think will make a difference in school reform today."

"I think it's time we held these people's feet to the fire," she said last week.

### 'Choice' Opposed

The survey, which was funded by a $50,000 grant from the U.S. Education Department, was based on recent responses from 1,217 school-board presidents or chairmen, who were asked to complete a 52-page questionnaire.

The school-board leaders are far less enthusiastic about parental choice than is the general public, the survey found. The N.C.E.I. used responses from the 1987 Gallup poll on education and its own previous surveys of other school officials as points of comparison on the choice issue.

In the Gallup poll, 71 percent of adults—and 76 percent of parents of public-school children—had said parents should have the right to choose schools.

But only 36 percent of the school-board presidents said they supported parental choice, and 51 percent said they opposed it. The remaining 13 percent did not have an opinion.

In a 1987 survey of superintendents and principals, the N.C.E.I. had found greater opposition to choice, with 68 percent of superintendents and 60 percent of principals opposed.

Only one group of presidents in the survey sample—those in cities with populations of 500,000 or more—appeared to favor choice. Of that group—which represented 21 of the respondents in the survey—53 percent said they supported parental choice. The samples of smaller-city, suburban, and rural board chiefs found half to two-thirds of each group opposed.

The sampling techniques may not permit accurate comparisons among these groups, however, according to Ms. Feistritzer.

Those most opposed to choice in the overall sample were presidents who had served on a board for 10 years or more. Of the 316 in that category, 57 percent said they opposed parental choice.

Jeremiah Floyd, an associate director of the National School Boards Association, said it was not surprising that presidents are not inclined to favor parental choice because school boards often have to "bear the brunt" of controversies surrounding the issue.

"When parents don't get the choice they want, they go directly to the school board and raise hell," he said.

Despite the board presidents' opposition, choice is becoming ever more popular as a tool for school reform, Ms. Feistritzer said.

### Boards' Authority Decreased?

She cited that phenomenon as a dramatic example of a key conclusion of her study: that presidents feel the authority of school boards has decreased.

Fifty-eight percent of the school-board presidents surveyed said they felt their board's authority had decreased. And, of those, 89 percent said their authority had been usurped by the state government.

The survey also showed that 40 percent of the presidents were "somewhat" or "very dissatisfied" with their relationship with state education departments. More than half of the respondents said state school officials had the most influence over local boards' decisionmaking.

Some 62 percent of the presidents said they felt the state should have less influence in improving schools. By contrast, 55 percent of the general public said in the Gallup poll that state government should have more influence.

### School Autonomy Favored

School officials, board presidents, and the public, however, all favor increasing "local government influence" over schools, the various surveys indicate.

The board presidents also strongly supported allowing individual schools more autonomy, with 64 percent in favor of allowing more flexibility in decisionmaking at the school-building level.

At the same time, only 30 percent said they supported giving teachers more decisionmaking authority in running schools.

When asked to choose from a list of possible reforms those they believed would most improve the nation's educational system, presidents offered the following responses:

- 84 percent favored requiring students to perform at one grade level before being allowed to go on to the next.
- 75 percent said adults who have experience in careers other than education should be recruited into teaching. But fewer than half supported recruiting managers from other careers into school administration.
- 63 percent said parents should be more involved in school operations. But 79 percent also said parents have "the right amount" of influence over curriculum now.

When asked what the biggest problem facing schools today is, the presidents said "lack of financial support." The adults in the Gallup poll had listed, by comparison, "use of drugs" and "lack of discipline."

Demographically, the profile of school-board presidents resembles that of the board members they work with, the N.C.E.I. survey suggests. But it is less like that of superintendents across the country.

### Married, White, and Male

Ninety-seven percent of the presidents surveyed were white; 71 percent were male; and the majority were in their late 40's, married, and raising children at home.

There are more female school-board presidents, however, than there are female superintendents, the survey indicates. Twenty-nine percent of the presidents polled were women; only 4 percent of superintendents nationwide are women. A 1988 N.S.B.A. survey found that 39 percent of school-board members are female.

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# Major School Groups Blast Plan For Commercial TV in Classes

Three national education groups last week expressed strong opposition to a satellite-delivered television news program aimed at high-school students.

The board of the National Association of Secondary School Principals, meeting in New Orleans, adopted a resolution opposing any commercial-advertising vehicle in the classroom "resulting in the forced attention of students or replacing instructional time."

The resolution condemned the proposed venture as educational "junk food," a sentiment that was enlarged upon later in the week by statements from the National PTA and the American Association of School Administrators.

This week, Whittle Communications of Knoxville, Tenn., was to begin a pilot test of "Channel One," a daily 12-minute newscast beamed via satellite to receivers and television sets in six test schools.

In exchange for receiving a satellite receiver, videocassette recorder, and television monitors from Whittle, the participating schools agree to carry two minutes of advertising during the program.

But Scott D. Thomson, president of NASSP, said allowing commercials to be broadcast to a captive audience of students "violates the public trust that we have to present balanced views of issues."

"We spend a lot of time as principals making sure that special-interest groups don't come through the front door," he said. "With Channel One, they are going to bring a special interest in through the back door."

Arnold Fege, director of government relations for the National PTA, said his group will send letters expressing its opposition to the Congress, the Federal Communications Commission, and Whittle.

The group's executive committee voted unanimously to oppose advertising in public schools, he said. "This is a special-interest commercial endeavor that privatizes schools. It is appalling."

His counterpart at the A.A.S.A., which was meeting late last week in Orlando, Fla., said that group's board had determined that the classroom airing of commercials breached "certain ethical principles in education." —M.W. & J.W.

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# 'Heroine,' Wearing a 'Wire,' Nabs Bribing Bus Contractors

A former auditor for the Chicago school board is being hailed as a "heroine" for her role in cracking what a federal prosecutor calls "one of the largest public-corruption cases to be brought in this district."

Lois Kaltenbach, the 27-year-old former board employee, worked for two years as an undercover agent for the Federal Bureau of Investigation to document an alleged bribery scheme involving bus contractors.

Praising Ms. Kaltenbach's "integrity and commitment to principle," Anton R. Valukas, the U.S. attorney for the northern district of Illinois, announced at a press conference late last month the filing of criminal charges against three individuals and two bus companies.

He said that the auditor's willingness to cooperate—"at considerable risk to her reputation and career"—had helped the F.B.I. break the case.

Ms. Kaltenbach's former boss, Donald Sparks, administrator of the board's department of management services, was among those charged with bribery and racketeering. He could face a sentence of up to 30 years in jail and fines totaling $500,000.

Lawrence W. Rosenthal, the assistant U.S. attorney, confirmed late last week that all those so far charged in connection with the scandal had pled guilty.

### Wired by the F.B.I.

Ms. Kaltenbach began working for the F.B.I. in 1985, after she was offered a bribe to overlook an inflated bill from a school-bus contractor.

She went first to her supervisors with the information, Ms. Kaltenbach said, but when no action was taken on her complaint, she turned to the F.B.I. for help.

Outfitted by the agency with a hidden microphone, she returned to work and recorded for two years transactions in which she and Mr. Sparks accepted more than $200,000 in bribes from the bus contractors.

At the press conference, Ms. Kaltenbach told reporters she had been afraid of being discovered during her undercover work and had "worried about my physical well-being."

But she had never had a second thought about going to the authorities with her story, she said, explaining, "I was apalled that someone would attempt to bribe me."

### District's Response

Robert Saigh, a spokesman for the school district, said it had offered its "full cooperation" in the investigation after the undercover phase ended, making available records and documents to law-enforcement officials.

He also said that over the last three years, the district had undertaken an "extensive monitoring progam" of its approximately 25 school-bus contractors "to ensure that the school system is receiving the services" it contracted for.

Mr. Saigh said the district was conducting an "in-house inquiry" into Ms. Kaltenbach's contention that she informed superiors of the bribery.

Six "key people she might have gone to were asked if they had been approached at all [and] said they hadn't been approached and knew nothing about the activities she reported," Mr. Saigh said. None are suspected of wrongdoing, he added.

### Charges First in Larger Probe

According to Mr. Rosenthal, the bus-contracting charges were the first criminal violations to arise out of a broader, two-year investigation by the U.S. Attorney's office of alleged corruption in the Chicago board of education.

In addition to Mr. Sparks, those charged in connection with the case include Bernard Cohen, 65, of Lincolnwood, Ill., who allegedly furnished "multiple bribes" to Mr. Sparks to obtain favorable treatment for the Student Transit Corporation, with which he was affiliated.

Mr. Cohen is also charged with racketeering and faces the same sentence and fine as Mr. Sparks. The Student Transit Corporation, which employed Mr. Sparks after he left the school board in 1987, was charged with bribery.

Julius Polan, 62, of Northbrook, Ill., the owner of the Northtown Bus Service, Ltd., allegedly paid more than $200,000 in bribes to Mr. Sparks and Ms. Kaltenbach to obtain preference in contracting.

Mr. Valukas also indicated that the company later "submitted fraudulently inflated bills" for service.

Both Mr. Polan and Northtown have been charged with mail fraud as well as bribery. Mr. Polan could receive up to 10 years in prison and a fine of up to $500,000. His company also faces a possible $500,000 fine.

Mr. Polan and the Northtown Bus Service have already agreed to pay $1.2 million in restitution to the Chicago Board of Education, Mr. Valukas said. —P.W.

Chicago Sun-Times

Lois Kaltenbach

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Inside: Your Guide to the NSBA Convention

# EDUCATION WEEK

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## Bias Is Charged In Awarding of Bilingual Grants

### *Transitional Programs Shunned, Critics Say*

By Julie A. Miller

WASHINGTON—The Education Department plans to give bilingual-education grants to "special alternative" programs that scored lower in expert reviews than transitional bilingual programs that are not to be funded, a department source said last week.

The action apparently contradicts the public posture of the department that it does not favor one instructional approach over another in the $110-million grant program.

"There is an agreement between the Congress and the department that they would fund applications based on quality, and that's not what's happening here," the source said.

In addition, the department official said that a new, additional bilingual-education competition announced last week was a

*Continued on Page 29*

## Iowa, Arkansas Enact 'Choice'; Proposals Gain in Other States

By William Snider

Iowa lawmakers have narrowly approved a bill that puts that state at the leading edge of 1989's hottest education-reform wave: school choice.

And late last week the Arkansas legislature approved a similar open-enrollment measure.

With the signatures of both governors virtually assured, Arkansas and Iowa follow the lead of Minnesota, which last year decided to allow all parents a free choice to enroll their children in virtually any public-school district in the state.

And before any students actually enter a new school under one of these programs, several more states are also likely to have adopted similar plans, undertaking what some consider the most significant structural reform to sweep American education in decades.

Lawmakers in 15 states are currently either considering open-enrollment legislation or awaiting recommendations from official boards or task forces charged with developing public-school-choice proposals.

At least six other states are considering less comprehensive choice proposals that in most cases would restrict choices to specific groups of students, including the at-risk or high-school upperclassmen.

AP/Wide World

Art Ollie, key backer of choice, in Iowa House debate. Minnesota, meanwhile, is implementing its plan. Story on page 18.

Several lawmakers who are sponsoring choice legislation said that their efforts received a major boost when President Bush wholeheartedly endorsed the idea in Janu-

*Continued on Page 19*

## Voc. Ed. Funds For Needy Said Going Elsewhere

### *Official Urges Panel To Review Formulas*

By Reagan Walker

WASHINGTON—Poorer communities in many states may not be receiving their fair share of federal vocational-education funds, an official of the General Accounting Office told lawmakers last week.

The comments came in testimony at the opening Congressional hearing on the reauthorization of the act governing such expenditures, which total $918 million this year.

**"2 + 2": A promising new vocational plan. Page 25.**

William J. Gainer, the G.A.O.'s director for education and employment issues, said a review of practices in six states had shown that, in some economically depressed areas, per-pupil spending in vocational programs was lower than that found in wealthier communities—even though the Carl D. Perkins Vocational Education Act specifically mandates that funds be directed to the poorer communities.

Mr. Gainer told the House Elementary, Secondary, and Vocational Education Subcommittee that several factors in the application of the law all tended to direct funding away from low-income communities.

These include, he said, the criteria used in some states to determine economically depressed areas, the funding formula for the disadvantaged student set-aside, and the reallocation of funds from districts that cannot meet the matching requirement.

The G.A.O., which is the investigative arm of the Congress, looked at 20 local programs in the six states it examined to determine how the Perkins funds were being spent. The states reviewed were Arkansas, California, Kansas, Maryland, New Jersey, and Pennsylvania.

Under the Perkins Act, more than half of

*Continued on Page 24*

## Texas Restrictions On Teacher Training Cited in Complaint

By Lynn Olson

Teacher-education programs in Texas may no longer meet national accreditation standards because of constraints placed on them by the state's legislature and regulatory agencies, a prominent teacher educator has charged.

Hendrik D. Gideonse, professor of education and policy science at the University of Cincinnati, filed the complaint against 26 Texas institutions late last month with the National Council for Accreditation of Teacher Education. NCATE certifies education schools, colleges, and departments of education nationwide.

The complaint charges that a Texas law, which bars teacher-training programs from requiring students to teke more than 18 undergraduate credit hours in education in order to be certified, prevents them from exercising "self governance" and thus makes them ineligible for accreditation.

Texas's attempt to "cap" the amount of professional coursework required of prospective teachers has cast a shadow over teacher educators nationally, who are worried about whether similar tactics will be tried elsewhere.

Although several other states, including California, New Jersey, and Virginia, have placed some limitations on the content of teachers' professional training, none are as severe as the Texas mandates.

Mr. Gideonse said his unprecedented ac-

*Continued on Page 32*

## *Channel One Debut Wins Viewer Plaudits, But School Groups Pan 'Commercialism'*

By Mark Walsh

BILLERICA, MASS.—Channel One, the controversial new television program for teenagers, came to Billerica Memorial High School in this Boston suburb last week, brought to students by Snickers candy bars, Head and Shoulders shampoo, and Levi's jeans, among other advertisers.

And the viewers here liked it.

The school is one of six sites for a seven-week pilot test of the classroom news show, developed by Whittle Communications, a Knoxville, Tenn.-based specialist in innovative "targeted" media.

In the première, which was beamed from Los Angeles to a satellite dish at each test site, students saw a slick, fast-paced program that included reports on the Eastern Airlines strike, death threats against the author Salman Rushdie, and concerns of teenagers in the Soviet Union.

The program also reported on itself, highlighting in one segment the controversy Channel One has touched off in educational circles and elsewhere.

Because of the escalating debate over its ethical and educational merits, the commercial venture's launching was news not

*Continued on Page 31*

**Reform at 5: The Unfinished Agenda**

## 'Joining Forces'

The sobering realization that many students have needs too great for schools alone to meet has led educators to what may be a historic juncture. More and more, they are seeking ways to bridge the bureaucratic systems that traditionally have dispensed what one author calls "isolated slivers of help."

An alliance between education and the social services could be, many suggest, "the brass ring" that provides a continuous, coherent path to better lives for the most troubled young.

A special 10-page report by Staff Writer Deborah L. Cohen begins on page 7.

Jeffrey High

## Also in the news

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In Memphis, a bold reform plan would create a "deregulated" district from eight of the system's most problem-ridden schools.

5 **'Viewpoint Discrimination'**
The Justice Department now says peace activists should be able to join military recruiters at high-school "career days."

17 **Testing Kindergartners**
Under pressure from educators, Georgia decides to drop its use of pencil-and-paper tests to assess 1st-grade readiness.

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## IN SUMMARY

**Detroit Compact Conflicts**
Arguments over the duties of companies and schools are slowing efforts in Detroit to provide jobs for high-school graduates who meet tougher academic standards. **Page 4.**

**Trade Schools for 'Scandal'**
A new report blasts New York State proprietary schools for ill-serving both students and taxpayers, while an official of one such school has pleaded guilty to fraud totaling $25 million. **Page 5.**

**Family Leave and the Schools**
A House panel has approved a bill mandating unpaid leave for child care and family illness, after adding amendments designed to ease concerns about its impact on schools. **Page 22.**

**Reconsidering Abuse Case**
The U.S. Supreme Court has vacated an appellate ruling that Pennsylvania educators violated a student's rights by not protecting her from sexual abuse by a school employee. **Page 22.**

**Handicapped Mandate Probed**
Witnesses at a Congressional hearing last week called for reinterpretation of the requirement to educate handicapped children in the "least restrictive" setting possible. **Page 26.**

**Teaching's Knowledge Base**
A prominent group of teacher educators has released the most comprehensive statement to date of the information and skills that beginning teachers need to have. **Page 32.**

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**CONVENTIONS IN PRINT**
An *Education Week* guide to the annual convention of the National School Boards Association in Anaheim, Calif.
**Begins opposite page 18.**

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# ACROSS THE NATION

## NATIONAL

### First Lady, Publishers' Group Launch Attacks on Literacy Ills

Two new, privately funded programs aimed at improving literacy among adults and children were unveiled last week.

At a White House meeting, First Lady Barbara Bush announced the creation of the Barbara Bush Foundation for Family Literacy. The foundation will concentrate its support on programs "that bring parents and children together to build their reading and literacy skills," she said.

Aides to Mrs. Bush said she would not be directly involved in raising or distributing foundation funds. The new project will be administered through the Community Foundation of Greater Washington, Inc.

Meanwhile, an initiative launched by textbook publishers and reading specialists would target low-income and homeless children for literacy instruction.

The pilot program, said to be the first such effort specifically aimed at "at risk" youths, is scheduled to begin this spring in Kansas City, Mo., and this summer in a rural area of Iowa.

AP/WideWorld

Barbara Bush led meeting on literacy.

Under the initiative, volunteers will provide biweekly tutoring and other assistance for 10 weeks to 40 children at each of the pilot sites. In addition to providing literacy instruction, the program also will help parents support development of their children's reading ability.

The Association of American Publishers has agreed to provide $30,000 to develop the programs. Member firms also have promised to supply books that students will be able to keep.

The program will be administered by the International Reading Association.

■ **"Say Yes to the Next Generation," urges an American Association of University Women campaign focusing on the needs of young women.**

The initiative, which began last week, is designed to reduce teenage-pregnancy and dropout rates and to encourage young women to explore math and science careers. Members of 1,800 A.A.U.W. branches will work to prepare girls for the labor force through career days, hands-on science programs, and workshops addressing health, self-esteem, and other common adolescent concerns.

## STATES

### New York Mulls Sect's Exemption From Mandatory AIDS Classes

Members of a religious group in Valley Stream, N.Y., are being temporarily excused from state-mandated AIDS-prevention classes while state education officials debate whether to grant the students a permanent exemption.

The Appellate Division of the state Supreme Court in Brooklyn last month reinstated a temporary injunction excusing the 35 Plymouth Brethren students from the AIDS classes.

In a lawsuit filed last month and in an appeal to Thomas Sobol, the state superintendent, parents of the students claim that the curriculum is morally offensive and violates their religious freedom.

The Plymouth Brethren is a conservative sect, founded in the 19th century, that seeks to minimize secular contact by shunning radio and television and forbidding youngsters from taking part in after-school activities, according to Robert Calica, the group's attorney.

The appellate court overturned a lower court's ruling and granted the temporary injunction to allow time for a decision on the issue, Mr. Calica said.

■ **Hawaii Right to Life is a "community-sponsored activity" entitled to disseminate its anti-abortion materials to schools,** the state education department has decided.

But state officials will bar the group from showing a film or two videotapes that an independent panel of physicians has deemed "biased."

Right to Life asked the education department last year to approve the film and the tapes for school use. But a committee appointed by John Lewin, the state's health director, said the materials were "medically inaccurate."

■ **School districts in 10 Mississippi counties could lose vital federal revenues if the U.S. Forest Service agrees to a land swap** proposed by the state's National Guard unit.

The districts, located within the boundaries of the 500,000-acre DeSoto National Forest, receive shares from the proceeds of timber sales based on the amount of federal acreage under their jurisdiction.

The Guard wants to take 32,000 acres out of timber production, however, to create an area for practicing tank maneuvers. In exchange, the Guard has offered a 16,000-acre tract in Colorado.

The Forest Service has proposed instead that the Department of Defense, which oversees the Guard, buy more land in Mississippi to exchange for the tract.

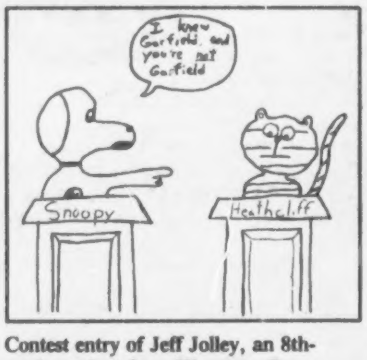
## *Editorial Artists*

A nationwide editorial-cartoon contest testing students' observational, creative, satirical, and artistic talents has elicited more than 9,000 entries from the next generation of Herblocks, Oliphants, and Trudeaus.

"Newscurrents," a current-events program used in some 10,000 schools, is sponsoring the contest to encourage students to think critically about national and international issues.

"Our feeling is that the editorial cartoon is a different kind of educational medium," said Jonathan Baruch, editor of the program. Drawing helps students to "think about an issue and their own views of it, as well as to think about the language of cartoons and the techniques used to express an idea," he added.

Soon after the contest closes at the end of the month, members of the "Newscurrents" editorial staff will begin the difficult task of selecting winners. "We have plenty to select from," said Mr. Baruch of the entries, which cover such issues and events as the deficit, Afghanistan, the environment, and last fall's riveting debate confrontation between the Vice Presidential candidates, Dan Quayle and Lloyd Bentsen.


I knew Garfield, and you're not Garfield
Snoopy
Heathcliff

Contest entry of Jeff Jolley, an 8th-grade student from Kingston, Pa.

One first-prize winner and two second-prize winners will be selected in each of three age categories from kindergarten to 12th grade. The top prize is a $100 savings bond; second place carries with it a $50 savings bond.

If the contest is a success, Mr. Baruch said, the task of judging submissions may someday be turned over to a panel of professional cartoonists. —J.W.

## DISTRICTS

### Rockford, Ill., Board Votes To Close 11 Schools Next Fall

Money woes and declining enrollments have led the Rockford, Ill., school board to vote to close 11 schools next year.

The school system in the state's second-largest city is one of nearly 200 that have been placed on a financial "watch list" by the state board of education for failing to meet fiscal guidelines.

A key element of the plan calls for consolidating five existing facilities into one "mega-elementary" school serving 1,200 students, school officials said.

The moves will enable the district to lay off 200 teachers and other school workers and chop $7.3 million from a projected $9-million deficit in next year's budget, they said.

■ **The Toledo Federation of Teachers must repay nearly five years' worth of fees collected from six nonunion teachers,** the Ohio Supreme Court has ruled.

The panel voted 5-2 to uphold a lower court's ruling that the money had to be refunded because the union had failed to meet

BEST COPY AVAILABLE

# District of Columbia Weighing Curfew for Teenagers

**By Lisa Jennings**

Seeking to change the perception of Washington as the nation's "murder capital," the District of Columbia City Council has adopted legislation that would impose a citywide curfew for all young people under the age of 18.

But law-enforcement officials and civil-rights groups have reacted negatively to the plan, and as of late last week Mayor Marion S. Barry had not approved it.

The mayor has until March 15 to sign or veto the legislation. A spokesman for Mr. Barry said he was "still considering his options," and that he might amend the bill to appease concerns raised by the city's chief of police, Maurice T. Turner.

Earlier this month, Mr. Turner criticized the proposal, saying it would be difficult to enforce and would pull police manpower away from the city's escalating drug wars.

Lawyers for the local chapter of the American Civil Liberties Union have warned that they will file suit against the city if the mayor signs the legislation, arguing that it is a blatant violation of the First Amendment's freedom-of-association clause.

Similar arguments have been raised in several other cities where curfew laws have been adopted, including Los Angeles, Detroit, Philadelphia, and Trenton, N.J.

### Emergency Legislation

The bill in Washington would impose a curfew of 11 P.M. on weeknights, and midnight on weekends, for youths under the age of 18.

Introduced as emergency legislation, the measure would expire after 90 days unless officials make it permanent.

Police would have the right to detain violators at a police station until they were released to a parent or guardian. If no guardian claimed the child, he or she would be held by police until 6 A.M. the next day, according to the mayor's spokesman.

Youths who work at night, or have a "legitimate" reason to be out after hours would need to obtain an affidavit signed by their parent or guardian and an employer, the proposal states.

The city council's unanimous approval of the measure reflected, members said, their desire to counter the city's serious problems with violent crime, including a record number of drug-related murders and several shootings at local high schools.

### Effectiveness Questioned

But Elizabeth Symonds, a staff lawyer for the A.C.L.U. National Capital Area in Washington, said representatives from her organization who have been studying the effectiveness of such laws in other cities have found "no indication that a curfew will reduce crime."

"There is no sense in making innocent and law-abiding teenagers pay a penalty for the existence of drugs and violent crime in a city," she said.

Such laws, in effect, force policemen to "become babysitters," Ms. Symonds argued, when they should be out pursuing "major violators of criminal laws."

Several juvenile-curfew laws have been challenged on constitutional grounds, according to the A.C.L.U. lawyer, and at least one has been struck down.

And in Detroit, where such a law is in effect, the A.C.L.U. successfully sued the city on behalf of a 17-year-old curfew violator last year.

But Fred Zaharoff, a spokesman for the Detroit police department, said the law had helped reduce crime in the city.

Adopted in 1987, Detroit's law prohibits youths under the age of 15 from roaming the streets after 8 P.M. The city's 16- and 17-year olds have a curfew of 9 P.M. on weekdays, and 11 P.M. on weekends.

According to Mr. Zaharoff, Detroit's law works because police use "discretion" in enforcement. "This is not a concentration-camp-style law," he said, "you don't jump on every kid."

"If a policeman saw a group of 15-year-olds standing around, smoking cigarettes and harassing people, they might enforce the law. But if a 15-year-old is quietly walking home from grandma's house, enforcement could be more lax," he said.

Ms. Symonds of the A.C.L.U. contended, however, that "discretion" could open the door to discriminatory treatment under the law.

### 'Drug-Free Zones'

Meanwhile, Washington's Mayor Barry last week proposed legislation that would establish "drug-free zones" within 1,000 feet of all public schools in the city.

The measure, which is now before the city council, would provide a mandatory three-year sentence for those caught distributing drugs or engaging in violent acts within the school "zones."

Police, civil-rights groups question if it will help in war on drugs.

---

# Injury Leading Cause of Childhood Death, Study Indicates

Homicide is the leading cause of death from injury among children under the age of 1, a new national study has found.

The study, which charted death rates of children from causes other than illness, also found that the suicide rate for children between the ages of 10 and 14 more than doubled between 1980 and 1985, and that motor-vehicle injuries caused 37 percent of all injury-related childhood deaths.

The state-by-state study, conducted by researchers at the Johns Hopkins School of Public Health, found that injuries caused approximately 10,000 deaths annually over the six-year period—making injury the leading cause of childhood death in the country.

According to the report, published in the March issue of the *American Journal of Public Health*, there are wide regional, racial, and sexual differences in the types and numbers of fatal injuries sustained by children.

The researchers found that childhood deaths caused by injuries were three times as likely in Alaska, which had the highest rate in the nation, as in Massachusetts, which had the lowest rate.

Injury-death rates were lowest for Asian Americans and whites, and highest for Native-American children. Black babies less than 12 months old were 2.5 times more likely than white babies to die from injuries, the study found.

The analysis also showed that 1.7 boys were killed by injuries for every girl involved in a fatal accident.

### An 'Epidemic'

The new findings appear to underscore the contention of witnesses at a recent Congressional hearing that federal and state policymakers should do more to protect children from accidents.

At what was billed as the first hearing ever held on the subject, experts told lawmakers last month that serious and often fatal accidents involving children are an "epidemic" that could largely be prevented.

Surgeon General C. Everett Koop told members of the Senate Subcommittee on Children, Family, Drugs, and Alcoholism that each year 19 million children under the age of 15—or one out of every four—are injured seriously enough to require medical attention. Of those, 100,000 become permanently disabled, he noted.

Relatively few programs have been undertaken to reduce the number of childhood injuries, Dr. Koop said. The reason, he argued, is that the public mistakenly views accidents as being "random but nevertheless inevitable" events.

"It's not fate that randomly throws an infant through the window of the family car," he said. "Rather, it is the fact that the parent did not strap the child in an infant seat in the rear of the car and did not drive defensively on the highway."

Witnesses said the most frequent childhood injuries are those related to guns, fires, and drowning; motor vehicles; bicycles; choking on the small parts of toys; farm machinery; and all-terrain vehicles.

To limit future accidents, the experts recommended that federal and state officials adopt aggressive injury-prevention programs, including safety education for parents, teachers, and pediatricians.

Officials also should adopt tougher laws and regulations geared to children's safety, they said, targeting such areas as toys, car safety, farm machinery, and smoke detection.

The Congress has already begun to look more closely at the issue. Bills introduced in both the Senate and the House would require the Consumer Product Safety Commission to develop warning labels for all toys containing small parts.

Two new studies, published in the February issue of *Pediatrics*, offer support for stepped-up efforts to prevent injuries. In the first study, researchers found that 75 percent of accidents in day-care centers run by the Los Angeles school district could have been prevented with only a modicum of care.

The second study suggests that many childhood deaths in rural areas may have been caused by a lack of adult supervision. —E.F.

**Average Annual Death Rates by Leading Causes and Race, Ages 0-14, 1980-85**

| Injury Cause | White | Black | Native American | Oriental | All Races* |
|---|---|---|---|---|---|
| Motor-vehicle occupant | 3.3<br>(8,224) | 2.6<br>(1,217) | 6.9<br>(186) | 3.1<br>(162) | 3.2<br>(9,796) |
| Pedestrian, traffic | 2.2<br>(5,487) | 3.8<br>(1,748) | 3.6<br>(98) | 2.9<br>(153) | 2.4<br>(7,489) |
| Drowning | 2.6<br>(6,439) | 3.9<br>(1,814) | 4.8<br>(131) | 3.4<br>(180) | 2.8<br>(8,568) |
| House fire | 1.6<br>(4,080) | 6.0<br>(2,796) | 3.3<br>(90) | 1.0<br>(51) | 2.3<br>(7,021) |
| Fall | 0.4<br>(933) | 0.7<br>(333) | 0.6<br>(17) | 0.9<br>(49) | 0.4<br>(1,332) |
| Homicide | 1.3<br>(3,355) | 4.7<br>(2,191) | 2.7<br>(72) | 1.9<br>(101) | 1.9<br>(5,722) |
| All injuries | 17.5<br>(44,217) | 20.3<br>(13,694) | 28.9<br>(918) | 17.5<br>(917) | 19.3<br>(59,711) |

Note: Rate is average annual death rate per 100,000 (total deaths over 6-year period in parentheses).
*Includes cases where race was unknown.
SOURCE: American Journal of Public Health, March 1989

**Injury Deaths by Cause, Ages 0-14, 1980-85**

| Injury Cause | Number | Rate |
|---|---|---|
| Motor-vehicle related, total | 22,174 | 7.2 |
| Motor-vehicle occupant | 9,796 | 3.2 |
| Pedestrian, traffic | 7,489 | 2.4 |
| Bicycle | 2,194 | 0.7 |
| Pedestrian, non-traffic | 1,276 | 0.4 |
| Motorcycle | 690 | 0.2 |
| Other motor-vehicle related | 729 | 0.2 |
| Drowning | 8,568 | 2.8 |
| House fire | 7,021 | 2.3 |
| Homicide | 5,722 | 1.9 |
| Suffocation | 2,279 | 0.7 |
| Firearm, unintentional | 1,700 | 0.6 |
| Fall | 1,332 | 0.4 |
| Aspiration, food | 1,248 | 0.4 |
| Suicide | 1,214 | 0.4 |
| Aspiration, other | 983 | 0.3 |
| Poison, solid/liquid | 539 | 0.2 |
| Farm machinery | 508 | 0.2 |
| Electric current | 432 | 0.1 |
| Poison, vapor | 384 | 0.1 |
| Airplane crash | 346 | 0.1 |
| Other unintentional | 3,473 | 1.1 |
| Unknown intent | 1,237 | 0.4 |
| Medical/surgical | 539 | 0.2 |
| All injuries | 59,711 | 19.3 |

Note: Rate is average annual death rate per 100,000.
SOURCE: American Journal of Public Health, March 1989

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## EARLY YEARS

Although publicized accounts of sexual abuse in day-care centers have made some parents wary of them, "day care can play an instrumental role in helping children stay safe," according to the National Association of Social Workers.

An article in the March issue of *Social Work*, the N.A.S.E.'s bimonthly journal, describes a "child personal-safety program" operating in several Philadelphia day-care centers.

The program trains teachers to help develop children's awareness of their bodies and feelings and to help them distinguish positive from threatening touches. Children are taught to alert a trusted adult at any sign of sexual abuse.

The approach, introduced to nearly 200 teachers and 1,000 children by an 11-branch day-care agency in Philadelphia, also involves workshops to help educate parents about how to recognize and protect their children from such abuse.

■

Pointing to data documenting the harmful effects of physical punishment, experts from a wide range of professions have launched a campaign to stop parents from using it to discipline children.

The topic was the focus of a conference at the Wingspread center in Racine, Wis., last month, sponsored by the University of Wisconsin at Milwaukee, the American Academy of Pediatrics, and the Johnson Foundation.

Calling for "national action" on the matter, representatives of child-advocacy groups and specialists in pediatric medicine, psychology, social work, and criminal justice agreed to work together to change attitudes about the role of physical punishment in childrearing—and to educate parents about "appropriate, alternate forms of discipline."

Conference participants are planning a publicity campaign and enlisting the support of professional organizations.

■

Gearing up for the anticipated debate on children's issues in the 101st Congress, two groups have published resource documents for policymakers and citizens.

*Giving Children a Chance: the Case for More Effective National Policies*, published by the Center for National Policy Press and edited by Representative George Miller of California, presents perspectives on children's policy issues by prominent educators, medical and child-development experts, and national organizations. It also includes a report airing corporate leaders' views on children's issues.

The Children's Defense Fund's "Child Care: Key Facts" offers a summary of statistics on working parents and child-care arrangements and descriptions of proposals to expand the federal role in child care. —D.C.

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# EDUCATION WEEK

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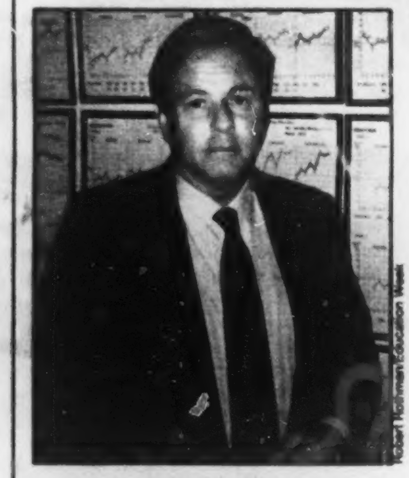
**High-Stakes Testing**

## A District Ties Goals to Scores


Robert Rothman/Education Week

Superintendent John A. Murphy in chart-laden "applied anxiety" room.

*A two-part look at the policy focus on standardized testing. This week, one district's unusually keen interest.*

**By Robert Rothman**

UPPER MARLBORO, MD.—Whenever John A. Murphy wants to see how any school in his district is performing on standardized tests, all he has to do is walk into the conference room adjoining his office.

There, the superintendent of the Prince George's County, Md., school district has replaced the student artwork that adorned the walls when he took office five years ago with charts showing each school's test scores.

The room—known as the "applied anxiety" room—has become a powerful symbol of Mr. Murphy's intention to

*Continued on Page 8*

## Teaching Board's Policy Papers Hint Vision for National Exams

**By Lynn Olson**

Three draft policy positions from the National Board for Professional Teaching Standards provide a vision of teaching that goes far beyond that typically embraced by the public and a first glimpse of the understandings that will guide the board's work.

The unpublished positions—along with their accompanying support statements—now are being circulated for review and comment among members of the education community. The draft policy positions were adopted by the board Jan. 14 and are expected to receive final approval at its April meeting.

If adopted, they would govern the development of the new, national certificates that the board hopes to begin issuing in 1993.

The documents, obtained by *Education Week*, leave unanswered many of the more controversial questions facing the fledgling organization. These include whether potential board candidates must have graduated from a teacher-education program, particularly one that is nationally or regionally accredited, and how many years of experience board candidates are expected to possess before they can sit for the exams.

The longest of the three papers, "What Teachers Should Know and Be Able to Do," outlines the general traits that board members value in a teacher. The other two papers address the principles the board will consider in designing its assessments and the areas of education policy on which it plans to focus.

These include: creating a more effective environment for teaching and learning in schools; increasing the supply of high-quality entrants into the profession, with a special emphasis on minority candidates; and

*Continued on Page 20*

## 'Sensitive' Posts Targeted by E.D. For Drug Testing

**By Julie A. Miller**

WASHINGTON—The Education Department has announced plans to subject about 200 of its employees to random drug testing.

But the union that represents about half the department's workers has indicated it will ask the courts to block the testing program.

The department's plan "is designed to deter illegal drug use and to assist in the rehabilitation of drug-using employees," Secretary of Education Lauro F. Cavazos said in his official notice to employees. "Our intent is to offer assistance to those who need it, while sending a clear message that illegal drug use is incompatible with employment in the Department of Education."

The "testing pool" of "sensitive positions" whose incumbents are subject to random testing ranges from Presidential appointees to data processors and chauffeurs.

The plan also calls for testing employees suspected of drug use, as well as those who have been involved in on-the-job accidents or are applicants for "sensitive" jobs.

The department estimates that the program will cost $35,000 in 1989 and as much as $75,000 in 1990, according to Mahlon Anderson, spokesman for Mr. Cavazos.

"We are totally against it," said Maryann Nelson, president of the chapter of the American Federation of Government Employees at the department. "It's a blatant violation of our rights, and there's not even any evidence that there's a problem."

Patrick Pizzella, deputy undersecretary for management, agreed with Ms. Nelson that there probably are not many drug users in the agency.

"We don't think we have an employee

*Continued on Page 17*

## As Bans Widen, U.S. Agencies Say Apples Pose Little Threat to Young

**By Ellen Flax**

WASHINGTON—Saying a chemical used by some apple growers poses no "imminent hazard" to children, three federal agencies last week called on schools to continue serving apples in their lunch programs.

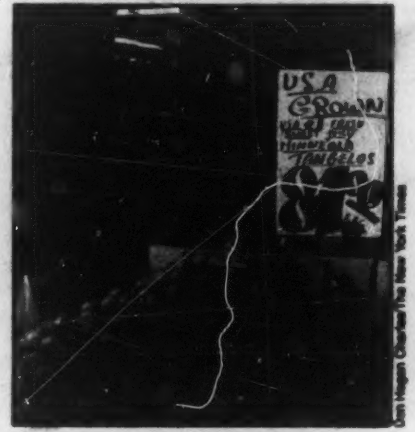
The statement, issued by the Department of Agriculture, the Environmental Protection Agency, and the Food and Drug Administration, came almost two weeks after some of the nation's largest school districts began pulling apples from their lunch menus and consumers began to boycott apples. The action by last week had also spread to many smaller districts.

"The F.D.A., E.P.A. and the U.S. Department of Agriculture believe there is not an imminent hazard posed to children in the consumption of apples at this time, despite claims to the contrary," the joint statement issued last Thursday reads.

"Therefore, the federal government encourages school systems and others responsible for the diets of children to continue to serve apples and other nutritious fruit to American children."

Concern among parents and educators had been fueled by a report issued by an

*Continued on Page 22*


Dan Hogan Charles/The New York Times

Customers selecting fruit at a produce store in New York City last week.

## Scientists, Creationists Each Claim Victory in Texas Evolution Vote

**By Robert Rothman**

The Texas Board of Education last week adopted a controversial rule that would, for the first time, require publishers to include discussions of evolution in biology textbooks.

But in a move that pleased supporters of creationism, the board also amended the guidelines to mandate instruction in other "reliable" theories as well.

"We're very happy with what the board did," said Mel Gabler, a long-time anti-evolution textbook critic and activist.

"If it is observed," he said of the rule, "we'll see an entirely different type of teaching of evolution. For every argument for it, there will be an argument counter to the theory. That has been censored from students for a long time."

Eugenie C. Scott, executive director of the National Center for Science Education Inc., a California-based group that defends the teaching of evolution, said the board's action sends a "confused" signal to publishers, particularly in light of a recent policy on the subject adopted in California.

In January, the California Board of Education issued a policy statement urging teachers to reject "dogma" and restrict their teaching to "observable facts and testable hypotheses."

"Publishers are going to be confused," Ms. Scott said. "Here are the two biggest markets in the country. California is standing up strongly for scientific integrity. Texas takes one and a half steps forward and one step back."

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### Also in the news

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A major new curriculum guide stresses "doing" over "knowing."
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**Teacher Enrollments Up**
Education-school survey data show a third consecutive year of growth.
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**Tennessee 'Beeper' Bill**
Students with the paging devices could be assumed to be drug trafficking.
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**Retackling Child Care**
With one hurdle surmounted, Congress moves forward on legislative proposals.
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**Confrontation in Los Angeles**
Los Angeles teachers have voted overwhelmingly to authorize a strike, probably in June, even as the union struggles to resolve an internal dispute over bilingual education. **Page 4.**

**Immigrant-Education Overload**
California's superintendent of public instruction has told state legislators that required education services for aliens will end this month unless more money is made available. **Page 4.**

**Eyes on Education**
Schools are in the media spotlight, as PBS and NBC launch new education projects and the national high-school sports federation concludes a deal to televise games on cable TV. **Page 5.**

**Rising Teacher Enrollments**
A new survey shows enrollment in undergraduate teacher-education programs rising for the third year in a row, although the gains may be leveling off after a year of striking growth. **Page 7.**

**Tarheel Tax Fight**
A plan by the governor of North Carolina to increase the state sales tax in order to phase in a 6 percent salary increase for teachers has drawn opposition from his fellow Republicans. **Page 11.**

**Perpich's Spending Woes**
Minnesota eductors are attacking Gov. Rudy Perpich's budget, which would increase basic aid to school districts by only 1.6 percent next year, and not at all the following year. **Page 11.**

**E.D. Officials Depart**
Six Reagan-appointed Education Department officials, including the assistant secretaries for research and special education, have resigned, the department confirmed last week. **Page 16.**

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**FORUM**
Work-Force Literacy Skills
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# ACROSS THE NATION

## STATES

### Connecticut Supreme Court Upholds Certification Law

Connecticut's supreme court has upheld a 1986 law requiring teachers to renew their certification every five years, rather than retain it for life.

Passed as part of a package that also included increases in teacher salaries, the statute requires teachers to earn continuing-education credits in order to maintain their certification.

The state's two largest teachers' unions filed suit to block the new mandate. The unions argued that the law would violate teachers' constitutional rights to due process of law, since those who already held lifetime certificates would be required to surrender them in exchange for the new certificates.

In a unanimous decision written by Chief Justice Ellen A. Peters, however, the court denied that the law violated those rights.

"It was not arbitrary or irrational," the court ruled, "for the legislature to decide that its goal of enhancing the quality of the state's educational system as a whole required even teachers who had attained permanent status to continue to sharpen their educational skills."

Mark Waxenberg, president of the Connecticut Education Association, said his organization had no plans to pursue further action against the law. "The court has spoken," he said. "It's time to move on to other issues."

■ **Tougher admission standards for its public universities** have been approved by the Illinois Board of Higher Education.

To be admitted to a state university, students will have to have four years of high-school English; three years each of social studies, mathematics, and laboratory sciences; and two years of foreign languages, music, or art.

However, the legislature is considering a proposal to delay the requirements until 1998, or until the board certifies that every high school in the state offers all the required courses. Backers of a delay argue that many high schools do not offer three years of laboratory science.

■ **Nearly 83,000 students in the 7th through 12th grades dropped out of Texas schools last year,** according to the state education department's first comprehensive survey of the dropout problem.

The preliminary report released this month showed that the 82,883 dropouts included 34,809 whites, 33,005 Hispanics, 13,614 blacks, 1,281 Asians, and 174 American Indians.

Houston, the largest district in the state, reported 12,702 dropouts. But Dallas, the second-largest, reported only 2,869—a disparity that prompted state officials to ask for a review of the Dallas figure. Dallas counted only verified dropouts, not students who may have transfered to other districts, explained Rodney Davis, a spokesman for the district.

A state law requires districts to reduce their dropout rates to no more than 5 percent over a 10-year period.

■ **Voters in Montpelier, Burlington, and more than a dozen other Vermont communities have rejected double-digit increases in school budgets.**

All told, however, some 83 percent of the 232 districts that voted on Town Meeting Day—the state's annual exercise in direct democracy—approved new school budgets.

School-budget defeats in some communities may have been due to public resentment over teacher strikes and pay raises of from 10 to 12 percent, observed W. Ross Brewer, director of planning and policy development for the state education department.

■ **Coloradans favor decentralization of the school bureaucracy and believe that schools should emphasize basic skills,** according to a poll conducted by the local media and a public-interest group.

The emphasis that the poll's 9,700 respondents placed on reading, writing, and calculating indicates that they "want the basics taught and taught well," according to an editorial in the *Rocky Mountain News.*

The paper sponsored SchoolVote, a special poll conducted last month, in conjunction with KUSA-TV of Denver and the Public Education Coalition.

## DISTRICTS

### Philadelphia Chosen Over Baltimore For A.A.A.S. 'Project 2061'

Philadelphia was selected to participate in the American Association for the Advancement of Science's education-reform project after Baltimore officials wavered over their intentions, the project's director said last week.

The selection brings to six the number of sites involved in the second phase of the A.A.A.S.'s Project 2061. During the next three years, teams of teachers in participating sites will work with scholars to design model curricula based on the group's recent report, "Science for All Americans."

The other sites are San Francisco; San Diego; San Antonio; McFarland, Wis.; and two rural counties in Georgia.

Seeking an Eastern city as well, association officials had contacted Baltimore, where scientists from local universities were eager to join the project. But Superintendent of Schools Richard C. Hunter replied that he was hesitant to provide substitutes for the teachers who would be involved in the curriculum-writing effort.

After weeks of negotiations, association officials chose instead to work with Philadelphia, where school leaders were more enthusiastic about participating, according to F. James Rutherford, the project's director.

### Milwaukee Students' Transfer Bids Frequently Frustrated, Study Finds

A year-old desegregation agreement between the Milwaukee Public Schools and suburban school systems has failed to find places for many of the minority students who sought transfers, according to a new report on the plan.

Only 506 of the 2,300 requests for transfers from the city to the suburbs were granted for the current year, the report says. At the same time, an unspecified number of suburban slots that were held open for minorities under the plan went unfilled, it indicates.

The report by Milwaukee administrators did not speculate on the reasons for the relatively low number of successful transfers. But officials who oversee the plan said that the current selection process hinders matching students with the available seats.

In a separate report, city officials charged that some suburban districts are referring transferring students for special-needs evaluations at a higher rate than is warranted. A large percentage of the students who are referred are subsequently found ready for regular classwork, they noted.

The districts are currently negotiating a means of reducing the number of unnecessary referrals, Milwaukee officials said.

■ **Houston voters have approved a $300-million bond issue** enabling the school district to launch its first major renovation and repair program in 12 years.

Joel Richardson/The Washington Post

Bridget Smith, student representative on the District of Columbia school board, listened last week to witnesses at a hearing she organized on students' ideas for curbing a wave of school violence, including a January incident in which four students were wounded by gunfire. Also last week, Mayor Marion Barry announced that police would begin enforcing a citywide curfew on those under age 18.

The new bond effort is the first step in a 10-year, two-part project that eventually will cost $629 million. The bond issue, approved March 7, will finance 12 new elementary schools, 10 new classroom wings, and 2 new middle schools, as well as repairs on other facilities. The measure also allowed the district to restructure its existing debt.

■ **A 16-year-old student has been charged with murder as an adult in the shooting death of a 17-year-old student outside a Gary, Ind., high school.**

Jocelin Sims is accused of shooting Shannon Brown, a track-and-field athlete, in the head. The incident allegedly occurred outside the gymnasium at William A. Wirt High School, according to a police spokesman.

■ **The Pike County, Ky., school board must deduct union dues from the wages of employees who are members of the International Brotherhood of Teamsters,** the state Court of Appeals has ruled.

A three-judge panel said the board intentionally discriminated against Teamsters members by refusing to collect their union dues, even though for many years it has collected dues from members of the Kentucky Education Association and other groups.

■ **A Roman Catholic high school in Minnesota has received a $5.3-million donation.**

The gift from the Hiawatha Educational Foundation appears to be the largest from a single source ever received by a parochial school, according to an official of the National Catholic Educational Association.

Cotter High School in Winona will use income from the gift to enhance academic programs and raise salaries of its 21 teachers by $7,000 over the next two years, according to Principal Thomas J. Borek.

Robert A. Kierlan, president and chairman of the locally based Fastenal Corporation, said the school was chosen because four of the five directors of the firm's philanthropic arm, including Mr. Kierlan, are Cotter graduates.

■ **Houston teachers should avoid touching students in any manner,** the city's teachers' union has cautioned.

The warning came in the wake of a number of abuse allegations and a request by the district's security department that teachers disarm students and break up fights.

Since the school year began, 16 teachers have been suspended because of student allegations of sexual and physical abuse, according to Gayle Fallon, president of the Houston Federation of Teachers.

Teachers' anger over the issue flared recently when the security department outlined how they should question students armed "with a verifiable weapon" and disarm them if possible.

Superintendent Joan Raymond subsequently rescinded the security department's instruction pending further review, according to a spokesman.

■ **All students, teachers, and staff members at Ascension Interparochial Catholic High School in Donaldsville, La., will be subject to random drug testing** beginning next fall.

The Rev. Sean Sheehy, the school system's superintendent, said students who test positive for drug use will have to agree to undergo treatment or counseling.

## DIMENSIONS

## Paying the Principal

**For the seventh year in a row, in 1988 the average salary of public-school principals rose faster than the rate of inflation, statistics compiled by the National Association of Secondary School Principals indicate.**

**At $52,987, the average salary of high-school principals in the 1988-89 school year was 4.9 percent above the previous year's level, the group's annual pay survey found. The increase in the Consumer Price Index for 1988 was 4.1 percent, according to the U.S. Bureau of Labor Statistics.**

**Principals in junior-high/middle and elementary schools won similar raises, the survey showed.**

**NASSP officials hailed the ongoing increases as evidence of the growing stature of their profession. "This is clear indication that school boards and other citizens are seeing that the principal is the key player as communities try to improve their schools," said Paul W. Hersey, the group's director of professional assistance.**

**However, 1988 was not as good a year for principals as some in the recent past. In 1986, for example, high-school leaders received an average raise of more than 6 percent, while the C.P.I. rose only 1.9 percent.**

**The survey also showed that principals' raises varied considerably according to the size of the school system in which they worked. Elementary principals in districts with from 2,500 to 9,999 students earned an average raise of 6.5 percent, while those in the smallest systems received only 3.3 percent more.**

**Copies of "Salaries Paid Principals and Assistant Principals, 1988-89 School Year," (No. 1608902) are available for $2.00 each from NASSP Publication Sales, 1904 Association Dr., Reston, Va. 22091.**

| | All Systems | Percent Increase Over 1987-88 | Enrollment of School System | | | |
|---|---|---|---|---|---|---|
| | | | 300 - 2,499 | 2,500 - 9,999 | 10,000 - 24,999 | 25,000 + |
| Senior High | $52,987 | 4.9 | $47,612 | $54,882 | $56,167 | $55,991 |
| Junior High/ Middle | 49,427 | 5.0 | 45,742 | 50,529 | 50,606 | 50,911 |
| Elementary | 45,909 | 5.1 | 42,793 | 46,770 | 47,162 | 48,098 |

## PEOPLE

■ The box-office success of "Lean on Me," the film based on **Joe Clark's** career as principal of Eastside High School, has brought a measure of entertainment-industry hoopla to Paterson, N.J. For members of the Paterson school board, though, the excitement has been a bit too much.

The board reprimanded Mr. Clark and suspended him with pay for five days last week for his role in organizing a school assembly that included a performance by nearly nude male dancers. The assembly was called to promote the new film.

According to press reports, Mr. Clark threatened to quit in response to the board's action.

But Robert Rosenberg, an attorney for the school board, said last week that Mr. Clark had "accepted" his suspension and would return to school this week. Mr. Clark was unavailable for comment.

■ **Mark D. Musick**, currently vice president of the Southern Regional Education Board, has been selected to become its president at the end of June.

Mr. Musick will replace Winfred L. Godwin, who is retiring after 28 years as head of the 15-state organization.

As director of state services and information, Mr. Musick wrote and edited numerous reports on such topics as education funding, student assessment, career ladders, and remedial education. He also directed the organization's pilot project with the National Assessment of Educational Progress, which served as a model for NAEP's forthcoming state-by-state assessment program.

■ **A. Dean Speicher**, superintendent of the Penn-Harris-Madison School Corporation in Osceola, Ind., was scheduled to be installed as president of the American Association of School Administrators at ceremonies held in South Bend, Ind., late last week.

A. Dean Speicher

Mr. Speicher, elected to the one-year post by members of the national organization, held the office of president-elect last year, and previously served a three-year term on the executive committee.

He has been superintendent of the Penn-Harris-Madison district since 1971.

Mr. Speicher chose "Leadership With Vision" as the theme of his presidency.

■ New York City schools may someday move to a year-round schedule in order to reduce overcrowding, **Chancellor Richard R. Green** has suggested.

Mr. Green said last week that he had authorized his staff to study the possibility of beginning a pilot year-round program in a city school next fall.

Crowding is a severe problem in the school system, the nation's largest. One Manhattan district is 4,500 seats short, for example. Many students have been forced to attend schools in other parts of the city because of a lack of space.

School officials noted a number of obstacles to changing the basic school calendar, though, including potential resistance from teachers and the problem of keeping classrooms cool in summer.

## *Convenient Profits*

Some California high-school students and a giant corporation are hoping that their unusual partnership will bring profits—monetary or otherwise—to both.

Students at James Logan High School in Union City and Southland Corporation, the parent company of the 7-Eleven chain, have joined together to open an on-campus convenience store.

Logan's student government will reap all the financial profits, an estimated $18,000 a year, while 7-Eleven will have a training ground from which to recruit future employees.

The Logan store, which opened its doors last month, was begun by Maile Seney, a business teacher, with the help of Marlene Borloug, owner of a local 7-Eleven franchise. Once permission was secured from the school board and Southland, operation of the mini-store became a part of the curriculum for participants in the school's advanced business classes.

The 75 students in the program are responsible for every facet of the store's operation, from keeping the shelves stocked to handling all the necessary accounting, says Ms. Seney.

The company has donated employee uniforms, shelving units, and a neon sign. And it plans to offer its expertise on product selection, provide managerial training, and give interested students opportunities to open their own store franchises someday.

The partnership is "a win-win situation," according to Margaret Chabris, a Southland spokesman. The chain donates its expertise, she says, "and we, in turn, hope to get them excited about convenience-store retailing and have an opportunity to groom potential franchisees."

And hungry or hurried students also may gain from the project. During lunch hours and after school, they can purchase cosmetics, snacks, school supplies, newspapers, and flowers, while benefiting their own student government. —J.W.

## RESEARCH AND REPORTS

### Parents Found to Want More Help In Spreading Anti-Drug Message

Although parents believe they must play the central role in preventing their children from using alcohol and illegal drugs, they frequently feel they lack the skills and information to get their message across, a new study by the National PTA suggests.

The study was the first step in the organization's effort to develop a $1-million alcohol- and drug-prevention program with the G.T.E. Corporation. It was based on interviews with eight groups of parents of 4th- through 8th-grade students in four cities.

Many parents are uncomfortable talking about drugs, researchers found, and think they need more information about the substances' effects. Most also said they wanted videotapes and other materials on the issue.

■ **More than 300 programs providing services for teen parents and their children are described in a new directory** published by the Wellesley College Center for Research on Women.

The directory also lists key contacts on teen parenting and child-care programs for each state.

Copies of "Learning Together: A National Directory of Teen Parenting and Child Care Programs" are available for $20 each from the Publications Department, Wellesley College, Center for Research on Women, Wellesley, Mass. 02181.

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EDUCATION WEEK

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# Dwindling U.S. Dairy Surpluses Squeeze Menus and Boost Costs

By Deborah L. Cohen

An unusual combination of market forces and federal policies has left school food-service officials across the country scrambling to keep lunch costs down—without sacrificing some of their most popular offerings.

But in some locales, they may be fighting a losing battle—particularly in regard to cheese.

Students in New York City school cafeterias, for example, are having to learn to love "orange" pizza—a variety made with cheddar instead of the standard mozzarella.

And in Utica, Mich., pupils are reluctantly sampling "folded pizza," a cost-saver that has pleased few.

In other parts of the country, the more traditional-style pizzas that have long been a staple of school-lunch menus are being served less frequently, as are macaroni and cheese, cheeseburgers, grilled cheese, and other popular entrées.

Officials blame their predicament primarily on a dwindling supply of the surplus cheese that the federal government has been donating to schools for several years as a "bonus" commodity.

Mary Klatko, chairman of the public policy and legislative committee of the American School Food Service Association, estimated last week that about half of the nation's school systems have large enough inventories of cheese to last until the end of the year.

"The other half have already used their supply and are making adjustments," she said. "I think all of us will be in the same boat next year."

Continued on Page 20

Jeffrey High

**In some areas, students are seeing pizza, macaroni and cheese, and cheeseburgers on menus less frequently.**

# High Court Says Drug-Test Rules Are Permissible

## *Public-Safety Issue Cited in 2 Rulings*

By Tom Mirga

WASHINGTON—The U.S. Supreme Court voted 7 to 2 last week to uphold federal drug- and alcohol-testing requirements for railroad workers involved in accidents.

But the Court upheld a similar drug-testing requirement for Customs Service employees who carry guns or are involved in drug interdiction by only a 5-to-4 margin. And it ordered a lower court to hold additional hearings on whether workers in the agency who handle classified documents can be forced to take such tests.

The narrowly crafted rulings in the two cases were the first by the Court on the sensitive issue of drug testing. They are expected to be followed by a series of decisions in which the Justices will try to further balance the Fourth Amendment right of workers to be free from unreasonable searches against employers' interest in maintaining a drug-free workplace.

The drug-testing debate has become increasingly heated in the field of education as the number of school districts adopting policies affecting students and teachers, bus drivers, and other employees grows.

In addition, the Interior Department has announced plans to test some 3,600 teachers and other workers in Bureau of Indian Affairs schools, and the Education Department says it intends to test about 200 employees ranging from Presidential appointees to chauffeurs.

A federal district judge has issued an injunction blocking the B.I.A. program from taking effect, and the union representing E.D. workers says it will seek a similar curb.

Writing for the majority in the railroad case, *Skinner* v. *Railway Labor Executives'*

Continued on Page 17

# Private Schools' Compliance Low In Asbestos Tally

By Ellen Flax

WASHINGTON—More than one in five schools missed the first deadline of the federal asbestos law, the Environmental Protection Agency reported last week.

Of the 79 percent of all U.S. schools that met the deadline, about half submitted asbestos-management plans and half asked permission to submit them by a later date, the agency said.

Most of the 21 percent that missed the deadline were private institutions. According to the E.P.A. report, as of the Oct. 12, 1988, deadline date, those schools had neither submitted a management plan to state authorities explaining how they were going to remove or control their asbestos, nor asked for a deferral of up to seven months.

Schools that missed the deadline will receive a "notice of noncompliance" from the agency and will have 60 days to document their efforts. Those that persist in noncompliance, the agency has said, could face fines as high as $5,000 a day.

The compliance rate of private schools may have been lower, said Carol Ruppel, the executive assistant at the Council for American Private Education, because some lacked the information, money, and personnel to accomplish all of the law's required tasks.

"There are a lot of private schools that don't always have a good information network," she said.

"And public schools can float bonds to pay for this," she added. "Private schools can't."

The stringent asbestos law adopted by the Congress in 1986 required that every school in the nation be inspected for asbestos. It required school officials to submit management plans by last fall and to begin implementing their plans by July 1989.

Continued on Page 18

# *Some Are Seeing Computer 'Magic' In a New, But Costly, Software Tool*

By Peter West

INDIAN HILL, OHIO—With the click of a switch, Joseph F. Hofmeister "thumbs through" an electronic term paper—complete with text, graphs, sound effects, and a set of animated maps.

The paper, written by the computer teacher's son Craig for a 9th-grade history class at the Cincinnati Country Day School here, has helped radically redefine how computers are used at the school.

Craig's account of Hannibal's crossing of the Alps was shaped according to his mental associations. He created a computer graph, for example, showing the peak flood stages of the rivers the warrior had to cross, and linked that graph with a map of the terrain. He inserted those illustrations into the part of his text describing the physical difficulties of the topography; in passages about Hannibal's elephants, Craig inserted the sounds of trumpeting.

Readers of Craig's paper, by clicking the computer's remote switch—called a "mouse"—can see instantly how the writer linked ideas and images. But they, too, are free to go through the paper's contents in whatever way they wish, freed from the linear logic that underlies most computer software.

The paper was created using HyperCard,

Continued on Page 21

**High-Stakes Testing**

# Aiming at 'Consumer Information'

*Second of two articles on the role of standardized tests in policymaking.*

By Robert Rothman

ST. PAUL—When Gov. Rudy G. Perpich of Minnesota talks about testing, he often harks back to his days as a dental student.

Most dental schools in the state, he recalls, spent a great deal of time teaching how to insert gold foil in teeth, even though dentists seldom employ that technique.

This mismatch between teaching and practice occurred, he says, because the state dental board's examination, which was required for certification, contained questions on gold foil.

"Everything was focused on the state board" exam, he notes, adding that "we might be better dentists" if it had focused on other techniques.

Now, Governor Perpich has proposed a test for 6th and 10th graders that could have at least as strong an influence on elementary and secondary schools as the state dental-board examination had on dental schools.

In fact, some say the test could become one of the most powerful in the country. Because of the state's new "open enrollment" law, they point out, Minnesota test scores will be the first in the nation to be used as "consumer information" by par-

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## Also in the news

4 **A 'Nonsectarian' Plan To Save Catholic Schools**
The Milwaukee Archdiocese may cede control of four inner-city elementary schools to an unusual nonprofit corporation.

5 **Making Dropout Statistics Comparable Among States**
After years of work by state and federal officials, a uniform definition of "dropout" is ready for a pilot testing.

10 **Superintendency Battles: Appointed or Elected?**
In six Southern states, legislators try to convince the public that appointing local chiefs is not "anti-democratic."

## IN SUMMARY

**New York Anti-Drug Debate**
Religious schools in New York City are challenging the school system's decision not to provide federally funded on-site drug counseling for their students. **Page 5.**

**Hard Times in East St. Louis**
Faced with a deepening fiscal crisis, the East St. Louis, Ill., school board decided late last week not to proceed immediately with plans to lay off 600 employees—a third of its work force. **Page 5.**

**English Education's 'Fresh View'**
A new report by a coalition of English groups calls for a different approach to teaching the subject, by broadening the scope of instruction and making students active learners. **Page 8.**

**Generations Clash in Arizona**
Efforts to reduce a property tax that disproportionately affects retirement communities are stirring debate about the duty of the state's large elderly population to help pay for schools. **Page 10.**

**Vocational Plan Outlined**
The Bush Administration would like to see performance standards set for federally supported vocational-education programs, Secretary of Education Lauro F. Cavazos told a House panel last week. **Page 15.**

**Holocaust-Study Mistakes**
Secretary of Education Lauro F. Cavazos has conceded to lawmakers that the department acted unfairly in denying funds for a controversial curriculum on the Holocaust. **Page 15.**

**Civil-Rights Panel in Turmoil**
The White House reportedly is considering replacing William Barclay Allen as head of the U.S. Commission on Civil Rights, which itself faces an uncertain future in the Congress. **Page 16.**

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# ACROSS THE NATION

## NATIONAL

### Some Districts Return Apples To School-Lunch Programs

School officials in Los Angeles, Miami, Chicago, and other districts began to return apples to their lunch menus last week, after confirming that their fruit did not contain a potentially harmful chemical used by some apple growers.

And New York City school officials said they expected to return apples to the lunch program by early April.

Dozens of districts had stopped serving apples and apple products after an environmental group's report linked the chemical, Alar, with an increased risk of cancer in children. But on March 16, three federal agencies called on school districts to continue using the fruit, saying that Alar posed no "imminent hazard" to children. *(See Education Week, March 22, 1989.)*

Meanwhile, the U.S. Food and Drug Administration moved to ease restrictions placed on importation of Chilean fruit following the discovery of small amounts of cyanide in two grapes.

In a related development, officials of the U.S. Environmental Protection Agency last week confirmed that an unreleased staff study recommends barring the use of aldicarb—a common pesticide—on potatoes and imported bananas because it could endanger infants and children.

Exposure to the chemical, which is found on a small percentage of potatoes and bananas in markets, has been linked with flu-like symptoms and gastrointestinal problems, the study said.

■ **The number of confirmed measles cases is running at more than twice last year's rate,** according to Centers for Disease Control statistics.

Nearly 1,100 cases have been confirmed so far this year, C.D.C. officials said last week.

Officials noted that the disease has been found most often among two distinct groups: students from junior-high-school through college age, who may have been immunized with a less-effective vaccine used before 1980, and inner-city, preschool-age children who may not have been vaccinated.

According to the C.D.C., many additional cases of the disease have been reported but not confirmed. Some 1,200 cases have been reported in Houston since the fall, and more than 900 in Los Angeles over the past year and a half.

## STATES

### State Failed To Fund Mandates, Worcester, Mass., Charges

The state of Massachusetts has failed to live up to its constitutional obligation to fund mandated education programs, the city of Worcester charges in a lawsuit filed this month.

"We cannot continue to adhere to legislative and regulatory requirements without funding, and then be told we're in violation," said Mayor Jordan Levy. "You can't have it both ways."

Since 1981, when Proposition 2½ limited local property-tax increases, Mr. Levy said, the state has failed to reimburse Worcester for $5.1 million in costs the city incurred to comply with mandates to construct architectural barriers, to place foster children, and to provide counseling, transportation, special education, and bilingual education.

Without additional state aid, he added, the city will be unable to accommodate its growing school population. Worcester has raised taxes to the legal limit, he noted.

### Minnesota Court Upholds Law Requiring School Reports of Abuse

The Minnesota Supreme Court has upheld a controversial state law that requires school officials to report any suspected cases of child abuse.

The March 17 decision stemmed from a case involving a Washington County elementary-school principal who was charged under the 1975 law for failing to report allegations that a teacher was sexually abusing students.

The case was brought to the state's highest court after a lower court dismissed the misdemeanor charges against the principal, Curtis L. Grover, saying that the reporting statute was unconstitutionally vague.

In St. Paul, meanwhile, school employees seeking to report suspected child abuse have been directed to call the local police, instead of contacting county child-protection workers as they have in the past.

Superintendent David Bennett said he decided to ask teachers and administrators to go directly to the police after reviewing the handling of "five or six" such cases previously reported by school authorities.

"It was not uncommon to see cases closed without ever contacting parents or getting into the home to see what was going on," he said. "Police just have greater initial access to persons or property."

■ **The Kentucky Board of Education has adopted a model sex-education curriculum opposed by John Brock, the state superintendent.**

The curriculum calls for discussion of birth-control methods beginning in the 8th grade.

Mr. Brock had proposed a course of study that stressed abstinence and touched on contraception only in the context of marriage and family planning and only in grades 9-12.

Mr. Brock said the discussion of contraceptives would send students mixed signals about premarital sex. There is little evidence to show that information on contraception affects adolescent sexual activity, he argued.

## *Data Processors Skunked*

Peter Steiner

For a day or two, the foul stench permeating the administrative offices of the Las Cruces, N.M., school district's data-services department was just a joke that gave employees an excuse for taking long lunches.

After a while, though, the malodorous secretions of the skunk that had made its home under the building began to take a toll on the seven staff members, explained Jerry Cavatta, the director of data services.

The skunk had gotten under the foundation of the over 60-year-old rehabilitated farmhouse through ventilation holes, Mr. Cavatta said.

In the beginning, he recalled, "just walking on the floors would scare the skunk" and result in a fresh supply of the pungent spray. "Some days the smell wasn't real severe, but on other days we would have to find some other place to work."

Professional trappers, Agriculture Department trappers, and exterminators tried for three weeks, without success, to force the skunk's departure. Finally last week, the data-services staff was relocated to a remodeled warehouse.

"For me, a city boy," remarked Mr. Cavatta, "it was an incredible experience." That such "a little varmint" could create such a strong odor and so much upheaval is amazing, he said, adding: "In this day and age, one would think we'd know some trick for dealing with the smell."

No such luck. The skunk—now happily ensconced in his personal farmhouse—won the territorial battle hands down. —J.W.

The curriculum adopted by the board was developed by a task force appointed by Mr. Brock. The model curriculum will be sent to school districts, but local officials will have the option of altering it. State law requires all districts to offer sex education instruction by January 1990.

■ **A comprehensive policy for curbing alleged abuses by New York State proprietary schools** has been proposed by the state Board of Regents.

The board's recommendations, scheduled to be transmitted formally to the legislature this week, seek to correct what critics have called a widespread pattern of deceptive recruitment, improper admissions, low program quality, and misuse of state and federal student-aid programs by career schools in the state.

Among the strategies put forward by the board were: independent counseling and evaluation of potential trade-school students; remedial help for those unable to benefit from training because of lack of basic skills; stronger refund requirements for students who do not finish training; establishment of a separate state aid program for vocational students; and development of performance standards for schools.

■ **Limited-English-proficient students in Connecticut are staying in bilingual-education classes longer than officials would like,** according to a state evaluation.

But the students are performing better than pupils in previous years when they do make the transition to all-English classrooms, the study indicates.

Only 8 percent of the 9,000 students enrolled in bilingual-education classes exited the program on the basis of English proficiency in the 1987-88 school year, it found.

The evaluation shows that students spent an average of four years in the bilingual-education classes, although nearly half spent less than three years.

Robert Margolin, director of education-support services for the state education department, attributed the low exit rate to several factors. He noted that many students enter the program with "a lack of mastery of even their native language" and that large numbers, as a result of frequent family moves, do not remain in the program long enough to master English.

The report notes, however, that students exiting the program after attaining English proficiency scored at or above the national norm on various standardized tests when they entered mainstream classes.

## DIMENSIONS

### Schooling and Earnings

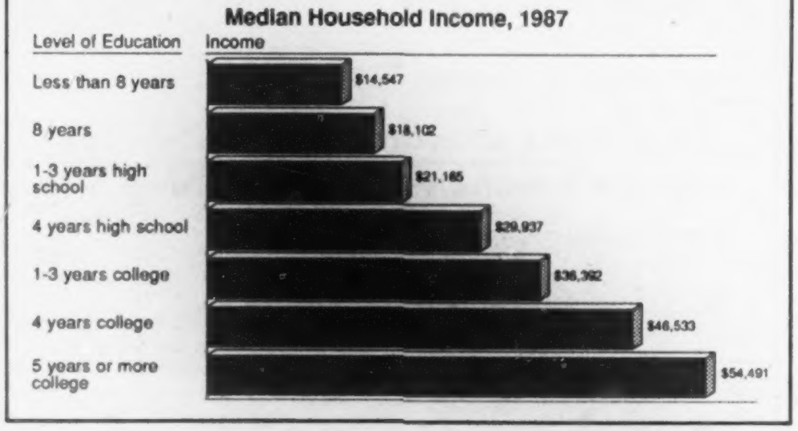
**A new report by the U.S. Census Bureau provides further evidence of the strong relationship between educational attainment and future-earnings potential.**

**The bureau's survey of 1987 family income found that annual income increased sharply with each additional level of schooling completed by the head of the household.**

**Median household income ranged from $14,547 for those in which the chief earner had less than an 8th-grade education, to $54,491 for those headed by a person with a college degree and at least one year of graduate work.**

**The survey also correlated educational attainment with the ability of families to maintain their incomes from year to year. The 3.2 million families headed by a person who had completed 8th grade lost an average of 5.7 percent of their real, or inflation-adjusted, income between 1986 and 1987, while the 10.5 million whose chief earner had from one to three years of college gained in 1987 an average of 2.6 percent over the preceding year.**

**Copies of "Money Income of Households, Families, and Persons in the United States: 1987" (Series P-60, No. 162; 803-005-30008-1) are available for $11.00 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.**



## DISTRICTS

### Failure to Spend Dropout Funds Costs D.C. Officials Their Posts

Two school officials in the District of Columbia were reassigned and another lost his job last week after revelations that the district has spent less than 1 percent of a $395,000 grant for dropout prevention.

The director of the dropout program told officials that he had been unable to hire the personnel needed to implement the major objective of the one-year federal grant—the creation of individualized education plans for 400 at-risk junior-high-school students.

The dropout director was forced to resign when it was revealed that he had ended that portion of the grant program without seeking clearance from the district's superintendent, Andrew E. Jenkins.

The deputy superintendent, Cecile Middleton, and one of her assistants were also reassigned when the school board demanded action after learning of the unspent funds.

Mismanagement of the dropout program is the latest and most serious of a series of charges leveled at Mr. Jenkins by board members dissatisfied by his performance after nine months in the post.

■ **A 14-year-old high-school student in Jefferson City, Mo., shot and killed himself March 15 during class,** according to a district spokesman.

School officials said they had not yet determined why Donald Payne committed suicide, but they noted that he had been receiving counseling for an emotional problem.

There were 21 other students in the classroom at the time of the shooting, the spokesman said.

■ **A new District of Columbia law setting a curfew for those under age 18 was blocked last week** by a federal judge.

The local chapter of the American Civil Liberties Union had filed suit against the city, charging that the law violates young people's constitutional right of free association, according to Elizabeth Symonds, a staff attorney for the chapter.

U.S. District Judge Charles R. Richey last week granted a 10-day temporary restraining order barring enforcement of the law.

■ **A North Carolina school board's plan to move from an at-large representation system to one in which board members will represent specific districts has been approved by a federal judge.**

The settlement came in a lawsuit filed against the Nash County board of education by minority plaintiffs, who agreed with the board's efforts to switch to the new system.

The board, all of whose current members are white, designed the plan to attract minority representation by creating three districts that have a majority black population.

The board called for the lawsuit because it was concerned that the legislature might not approve the change, said Anthony W. Brown, the lawyer for the plaintiffs.

## PEOPLE

■ **Terry Weeks**, the National Teacher of the Year for 1988, last week accepted a teaching and training position with Middle Tennessee State University.

Mr. Weeks, 38, said that he left his job in the Rutherford County, Tenn., school system in order to accommodate the many offers of speaking engagements that continue to "pour in."

His frantic schedule as a spokesman for educational excellence, he said, allowed him to teach only one hour last year—for the benefit of Japanese television news cameras.

Mr. Weeks has taught 7th-grade social studies in Murfreesboro for the past 15 years.

The winner of the 1989 Teacher of the Year competition is scheduled to be announced next week.

■ The Chicago Board of Education has voted to extend the contract of Superintendent **Manford Byrd Jr.** for one year.

The terms of Mr. Byrd's contract also allow him to be replaced, however, if a new superintendent is found during that period, school officials said.

Mr. Byrd, whose contract was due to expire last Friday, will thus lead the school system during at least the first part of its transition to the school-based governance model mandated by the legislature last fall.

Both Mr. Byrd and the board of education drew heavy criticism from backers of the landmark school-reform bill. The new law, which takes effect July 1, calls for the dissolution of the current panel and for a nationwide search for a new superintendent.

Manford Byrd Jr.

Although Mr. Byrd received no salary increase, he will automatically be a finalist in the new board's superintendent search, under the resolution approved by the board. He would continue to receive his salary and serve as a consultant if a new superintendent is hired before next March, officials said.

■ **Sharon L. Rogers**, the wife of Capt. Will Rogers 3rd of the U.S. Navy, has left her 4th-grade teaching job at a private school near San Diego because of the safety concerns that were aroused by a bombing attempt on her life.

Ms. Rogers's husband is skipper of the U.S.S. Vincennes, which last summer mistakenly shot down an Iranian airliner in the Persian Gulf.

Her departure followed an emergency meeting of the La Jolla Country Day School's board of trustees, held two days after a bomb threat was called in to the school and six days after she narrowly escaped harm when a pipe bomb exploded under her van.

A school spokesman said Ms. Rogers and the board reached "a mutual decision" that she would not return to class "to ensure the safety of the children, the confidence of the parents, and the integrity of the educational environment of La Jolla Country Day School."

But local newspaper reports say Ms. Rogers told sources she wanted to continue teaching and was forced to give up her job. She was not available for comment last week.

■ Principal **Joe Clark** last week announced that he would go on sabbatical for a year beginning in September. According to an aide, "he may never come back" to Eastside High School in Paterson, N.J..

Vincent Fusco, Mr. Clark's manager, said the controversial principal is considering several options for his future, including moving to Washington to work for the new national drug czar, former Secretary of Education William J. Bennett. A spokesman for Mr. Bennett, however, said that no job offer has been made.

The city council has twice asked the school board to fire Mr. Clark. But as of last week the board had not done so.

### Correction

An article in the March 15 issue incorrectly reported that the Iowa State Education Association supported the state's newly enacted open-enrollment law. The I.E.A., an affiliate of the National Education Association, did not take a position on the bill during legislative debate.

It is the Nebraska Education Association, also an N.E.A. affiliate, that is supporting open-enrollment legislation under consideration in that state.

# STATE CAPITALS

## Efforts To End Election of Superintendents Stymied

**By Peter Schmidt**

The Tennessee Senate last week deferred action on a bill that would have ended the decades-old tradition of electing local school superintendents in 79 of the state's 139 school districts.

The deferment came after the bill had been heavily amended by rural interests.

Their amendment, approved by an 18-to-9 vote, essentially exempted eight thinly populated counties from the measure's provisions. Fearing that the change would render the proposal unconstitutional, the bill's backers withdrew it from the floor and returned it to the rules committee, where its fate is uncertain.

The measure, which is the top legislative priority of the state school-boards association this year, is the latest in a wave of efforts in Southeastern states to abolish a practice that many school administrators criticize as a harmful intrusion of politics into education.

"If [there] has been a hot election, then any action the superintendent takes is judged to be political," said Daniel J. Tollett, executive director of the Tennessee School Boards Association.

Mr. Tollett claimed it is not unusual for elected superintendents to demote or fire staff members considered disloyal, to coddle ineffective but politically powerful administrators, and to give promotions and pay raises to potential challengers to discourage them from seeking office.

Proponents of change, however, acknowledge that they face an uphill battle. Previous attempts to switch to board-appointed superintendents in Tennessee and five other states in the region—Alabama, Florida, Georgia, Mississippi, and South Carolina—have been dealt overwhelming defeats by voters in statewide or local referenda.

"The Southeast leans toward the popular election of officers," noted Albert D. Brooks, executive secretary of the Tennessee Organization of School Superintendents, which backs the bill in its state. "There is a strong feeling, particularly in the rural counties, for the election of officials."

But as the population of these states becomes more urbanized, opponents of election say they are confident voters will eventually accept their argument that appointed superintendents are more competent in dealing with large school systems.

### Phased-In Change

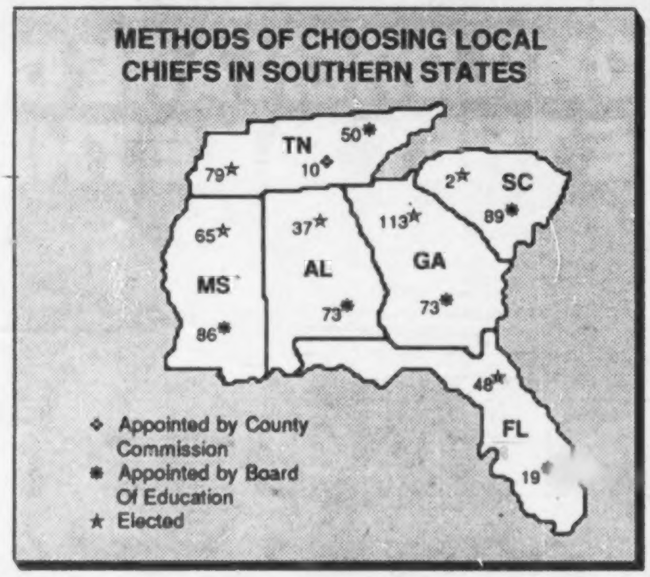
In its original form, the Tennessee bill, sponsored by Senator Douglas S. Henry Jr., a Nashville Democrat, would have allowed incumbent elected superintendents to run for one more term. After that, all superintendents would have had to be appointed by local school boards.

Advocates of the appointment system—which also include the Tennessee Business Roundtable and the state education department—hoped that their cause would be helped by the results of last year's elections, in which three out of four incumbents who faced opposition were turned out of office.

But their optimism was tempered by the fact that bills to change the system had been rejected by the legislature in three previous sessions.

"There's more politics in appointing a superintendent than there ever would be in electing one," said Senator Frank [illegible]. Lashlee, who offered the amendment to exempt the counties in his legislative district.

"There's no minimum qualification for school-board members," he continued. "Some of them can't even read or write. Are you going to tell me they are capable of going outside the realm of politics and appointing a superintendent?"


METHODS OF CHOOSING LOCAL CHIEFS IN SOUTHERN STATES
TN
50✱
10◆
79★
SC
2★
89✱
MS
65★
86✱
AL
37★
73✱
GA
113★
73✱
FL
48★
19✱
◆ Appointed by County Commission
✱ Appointed by Board Of Education
★ Elected

Senator Lashlee called the bill "just a blatant attempt by the school-boards association to put the superintendents under their thumb." He said he doubted it would ever be passed by the Senate and predicted that, in that unlikely event, it certainly would be killed by the House.

### Constitutional Questions

Senator Henry, meanwhile, said he removed the bill from the floor because he questioned whether it would withstand a constitutional challenge if it became law in its amended form. Exemptions from compliance with a law, he explained, must have a logical, and not a political, purpose.

Mr. Henry said he would attempt to remove the amendment in the rules committee, adding that he was still optimistic about its chances.

"It will take some persuasion of certain members, but that can be done by the associations that back the bill," he said.

In Alabama, meanwhile, the state board of education has directed Superintendent of Education Wayne Teague to push for passage of a recently introduced bill to abolish an election system affecting 39 of the state's 130 superintendents.

"I think it will pass by an overwhelming vote" if the proposal is placed on the state ballot, said Representative Stephen A. McMillan, chairman of the House education committee. "The largest counties all have appointed superintendents. Most of your elected superintendents are from the small rural counties that don't have as many votes."

### Formidable Resistance

Advocates of similar measures in other states say resistance to the appointment of superintendents remains formidable.

"The elected superintendents are a pretty potent lobby against it in most states," observed Linton Deck, direc-

*Continued on Page 12*

## Retirees in Arizona File Lawsuit Challenging School Taxes

**By Ellen Flax**

Attempts by Arizona lawmakers to reduce a controversial property tax that disproportionately affects residents of retirement communities threaten to reopen a longstanding argument about the state's large elderly population's responsibility to help finance public schools.

The new law, adopted last year, imposed a tax of 50 cents per $100 of assessed valuation on homes that do not lie within a school district's boundaries. The tax rate is to be increased by 50 cents a year until it reaches $4.72 in 1997.

Currently, the residents of all but about a dozen districts, which contain power plants and large industrial sites, are taxed at the $4.72 rate.

Last fall, residents of one of the state's largest retirement communities filed a lawsuit challenging the property tax in a state superior court. The suit by the Sun City Taxpayers Association alleges that the tax is unconstitutional because those who pay it are not eligible to vote in any school-board elections.

In addition, the suit argues that the tax is unfair because those subject to it would not be entitled to a 56 percent rebate that the state provides to other homeowners.

Bills that would lower the top tax rate on retirement-community residents to $2.36 and make them eligible for the rebate remain stalled in the legislature.

But lawmakers who represent residents of Sun City, Sun City West, and Youngtown, all large retirement communities affected by the new tax, believe a last-minute deal may still be possible.

Other lawmakers, though, argue that in a tight budget year, the state cannot afford to lose the estimated $3.75 million raised by the new tax.

Educators, meanwhile, contend that retirement-community residents who support both the lawsuit and the proposed tax changes are being short-sighted.

"They are not looking far enough down the road," said Mary Kay Haviland, director of government relations for the Arizona Education Association. "Those children they help to educate today will help pay Social Security tomorrow."

Antipathy between some of the retirement communities and local school districts in the Phoenix area date back to the mid-1970's. After numerous school-tax levies were defeated, primarily due to senior citizens' votes, the retirement havens were allowed to secede from the districts either by mutual consent or as a consequence of elections.

Hays Cape, an official of the Sun City taxpayers' group, said that residents of the community feel a strong obligation towards public education. He noted that they currently pay taxes to the county that support elementary and secondary schools and the local community-college system.

The new tax, Mr. Cape argued, will not necessarily benefit public schools because the revenues will flow directly into the state's general fund, rather than to districts.

### 'Hooked Too Much'

He also said that the residents of Sun City and other middle-to-upper-income retirement communities, which have a combined population of more than 60,000, demand fewer government services than surrounding areas.

"We are not against schools," Mr. Cape said. "We're just against being hooked too much for nothing."

Most legislators and educators, however, contend that these communities should pay a greater share of education costs.

Amending the new tax law, they say, will be especially unfair to residents of retirement communities elsewhere in the state that are part of organized school districts.

"The retired people in my district are paying their fair share of the tax," said Representative Peter Goudinoff, who represents a part of Tucson. "Why should one group clustered in one area escape their fair share?"

"The underlying philosophical question is whether or not you should only pay for services you use," said Judy Richardson, the state education department's director of school finance.

"Even if your police force costs less in Sun City, if you go into Phoenix, you still don't want to be mugged," she said. "You have an interest in services provided in other areas as well."

# STATE JOURNAL

**Bellmon's next move**

**■ Lobbyists' lobby prevails in Topeka**

Henry Bellmon has decided not to seek another term as Oklahoma's governor, opting instead to focus his efforts on constitutional reform.

"The advantages of the incumbency are considerable and I have little doubt that should I become a candidate for governor I could be re-elected" in 1990, Mr. Bellmon said in a March 16 statement. "However, there are remaining tasks which cannot be accomplished by a governor who is running for re-election."

In the statement, Governor Bellmon said the existing constitution has diffused executive-branch authority among more than 200 boards, agencies, and commissions, making the job of governing "extremely difficult."

"In effect, dozens of little 'czars' are in control," he continued. "Oklahoma state government needs to be more accountable and more responsible to the people. I believe that a 21st-century state constitution is the greatest legacy I can leave Oklahoma."

Mr. Bellmon also noted that although "education is said to be our top priority, . . . the constitution hampers local support of common education and creates conflicts in higher education."

Last year, the Governor created a task force to study the constitution and recommend changes. The group is expected to release its report by early fall.

Wendy Johnson, Mr. Bellmon's assistant press secretary, said the Governor plans to spend much of his next 21 months in office raising funds in support of a petition drive to place the proposed reforms on the 1990 general-election ballot.

■

Kansas school districts will once again be able to hire lobbyists to take their cases to state lawmakers, under a bill signed recently by Gov. Mike Hayden.

Last year, the state's attorney general issued an opinion that challenged the right of districts to use taxpayer dollars to pay lobbyists' salaries. The ruling, however, did not prohibit more affluent districts from continuing their practice of assigning a full-time employee to legislative activities.

As a result, this year there were only three lobbyists roaming the state capitol halls on behalf of Kansas districts.

The Kansas Association of School Boards was one of several education groups that lobbied in favor of the bill.

Norman Reynolds, the group's director of educational services, said the issue was one of fairness.

"The ability to lobby the legislature should not be the function of [a district's] size," he said. —T.M. & E.F.

# LEGISLATIVE UPDATE

*The following are summaries of final action by legislatures on education-related matters.*

## ARKANSAS

**Governor:**
Bill Clinton (D)
**FY 1990-91 state budget:**
$3.5 billion
**FY 1990-91 K-12 budget:**
$1.7 billion

Bill Clinton

**FY 1989-90 K-12 budget:**
$1.6 billion
**Percent change K-12 budget:**
+6 percent

### Highlights

- Approved school-choice bill to allow students to transfer to public schools outside their home districts.
- Required merger of districts in which fewer than 85 percent of students pass state's Minimum Performance Test, and that fail to show "reasonable progress" toward improvement within two years.
- Made kindergarten attendance mandatory. Requirement can be lifted for children whose parents sign waivers.
- Required districts to set minimum salary of $16,000 for teachers.
- Authorized annual school "report cards." Implementation contingent on raising $500,000 in new revenue.
- Governor expected to call special session on tax reform. If new revenues become available, will likely press for teacher pay raises, more aid for preschools and scholarships.

## GEORGIA

**Governor:**
Joe Frank Harris (D)
**FY 1990 state budget:**
$7.5 billion
**FY 1990 K-12 budget:**
$2.7 billion
**FY 1989 K-12 budget:**
$2.3 billion
**Percent change K-12 budget:**
+17 percent

### Highlights

- Raised sales tax by 1 cent; earmarked 46 percent, or $315 million, of new revenues for elementary and secondary education.

Joe Frank Harris

- Budget includes $68.1 million for a 3 percent salary increase for teachers and for improvements in salary schedule; $115 million for school construction; $97-million increase in funding for Quality Basic Education Act; $19.9 million for special instructional-assistance program; $8.9 million for in-school suspension programs in high schools.
- House rejected Senate-passed bill to establish lottery.

## NEW MEXICO

**Governor:**
Garrey E. Carruthers (R)
**FY 1990 state budget:**
$1.72 billion
**FY 1990 K-12 budget:**
$863 million

Garrey E. Carruthers

**FY 1989 K-12 budget:**
$803 million
**Percent change K-12 budget:**
+8 percent

### Highlights

- Senate-approved open-enrollment bill modeled on Minnesota program died in House.
- Raised teacher pay by 5 percent for FY 1990; provided 5 percent bonuses for last three months of FY 1989.
- Provided for free tuition and books at any college or university in the state for top students from families with incomes below $30,000.

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THE CRITICAL ISSUES OF GOVERNANCE AND CLIMATE
July 10-21, 1989

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· **Dr. Thomas Sobol,** New York State Commissioner of Education
· **Dr. Robert Kegan,** Harvard University, author of *The Evolving Self*
· **Dr. Clark Power,** University of Notre Dame, co-author *Lawrence Kohlberg's Approach to Moral Education*
· **Dr. Ann Higgins,** Harvard University, co-author *Lawrence Kolberg's Approach to Moral Education*
· **Mr. Caesar Previdi,** Principal, Martin Luther King Jr. High School
· **Dr. Judy Codding,** Principal, Pasadena High School
· **Dr. Sherry King,** Principal, Croton-Harmon High School
· **Ms. Betsy Rulon,** New York City School Consultant

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# Elected Chiefs: Southern Tradition Persists

*Continued from Page 10*

tor of educational services for the Center for Creative Leadership, a North Carolina-based research group that promotes innovative management practices. The concept of appointing superintendents, he added, "sounds anti-democracy" to some.

In many rural areas of Mississippi, "people feel that the first step to losing their rural identity is to take an elected official off the ballot," said Andrew P. Mullins, special assistant to the state school chief.

The 65 Mississippi districts that have elected superintendents held referenda last November to determine if they would switch to systems of appointment. In every district, the change was defeated.

In Florida, where 48 of 67 districts elect their superintendents, proposals to change to systems of appointment were defeated in five of the six districts that held referenda during the past four years.

And in Georgia, where 113 of 186 superintendents are elected, education officials say hopes of changing the system at the local level were dampened by the results of a state referendum, held last fall. In that balloting, 61 percent of the voters opposed a proposal to allow for the appointment of the state superintendent.

### Experience and Accountability

Proponents of change say the debate over election versus appointment essentially involves the issues of experience and accountability.

Donald S. Van Fleet, director of the Florida education department's division of public schools, said districts that appoint their superintendents are able to look beyond their borders for potential candidates, and thus have a much larger and more experienced pool to select from.

That does not stop highly qualified local administrators from rising to the top in elected districts, he noted.

In addition, Mr. Van Fleet said, "the people who like the idea of elected superintendents will tell you they are more responsive because they have to get re-elected. An appointed superintendent can be more aloof."

Proponents of appointment challenge that argument, saying that elected superintendents are less accountable because they frequently sacrifice long-term goals for short-term political gains and may try to pass the blame for their failures onto the elected school boards.

In addition, the proponents say, because the challenger to an incumbent often comes from within the school system, elections can leave a district politically divided and lead to civil suits from teachers and administrators who claim their careers were harmed because of their failure to back the winner.

But according to Robert W. Hughes, the elected superintendent in Seminole County, Fla., "politics is not something that's totally reserved for elected superintendents."

"Anyone who says that appointment is immune from that is naive," he said. "It is an insult to the intelligence of the voters of any school district to say they are not capable of deciding who they want to work with their children."

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FRIDAY: CAST Specialists and guest R.J. Cooper will present computer curriculum for young children with cognitive, motor and language delays. Session will focus upon pre-linguistic training and strategies for enhancing cause & effect.

SATURDAY: CAST Specialists will focus on pre-primer and elementary academic skills for children ages 4-8 with multiple disabilities.

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*Publication Catalog Also Available Upon Request*

# Asbestos Tally Shows Private Schools Lag

*Continued from Page 1*

After districts and some education associations complained that the first deadline was too tight, the Congress last summer amended the law to allow schools that had made a "good faith" effort to comply with the measure to request deferrals until May 9. But the deferral requests were also required by the October deadline.

The Congress mandated that the E.P.A. collect information about states' compliance rates.

According to the report, which includes information from 44 states and the District of Columbia, Puerto Rico, and the Virgin Islands, about half of the schools that met the first deadline submitted management plans and about half requested deferrals.

Of the 21 percent of schools in noncompliance, 14 percent submitted nothing to state authorities and 7 percent had their deferrals rejected or submitted their information after the deadline.

In a statement released by the E.P.A., agency officials said they were generally pleased with the compliance rate.

"Most of our nation's schools have been very conscientious about E.P.A.'s asbestos rules," the statement reads. "For those schools that haven't been, we have a detailed enforcement strategy to protect schoolchildren from exposure to asbestos."

The E.P.A.'s compilation found wide variations by state in the percentage of schools that met the first deadline. The data, which do not separate the compliance rates of public and private schools, show that all schools in Arkansas, West Virginia, and the Virgin Islands met the October deadline, and that 99 percent of the schools in Nebraska and Wyoming were in compliance.

A total of 16 states had compliance rates of 90 percent or higher.

In contrast, five states—Indiana, Maine, Massachusetts, Mississippi, and Virginia—as well as the District of Columbia and Puerto Rico, had noncompliance rates that exceeded 10 percent.

In the states with the highest compliance rates, on average, many more districts submitted management plans than sought deferrals.

### Private-School Variations

A separate E.P.A. document, which agency officials said last week was not yet in its final form, shows dramatic differences in the compliance rates of public and private schools in 19 states, the District of Columbia, Puerto Rico, and the Virgin Islands.

According to this document, all public schools in 10 states and the three other locations have met the October deadline. But private-school compliance rates in 10 states, Puerto Rico, and the District of Columbia hover at or below 70 percent.

Agency officials said that private schools lagged behind public schools because they were less likely to be informed about the law's requirements and because some had found compliance too financially taxing.

Agency officials said they had no plans to create special informational programs for private schools. By last week, they said, the E.P.A. had begun to send out notices of noncompliance to all schools that did not meet the deadline.

Richard Duffy, the staff associate for educational/institutional concerns at the U.S. Catholic Conference, said the schools his organization represents would face even greater fiscal problems when "the other shoe drops"—when schools will be required to start implementing their plans.

"We anticipate that when it comes to abatement efforts, we will have some difficulty," he said.

### Personnel Shortage

Although most schools were able to meet the law's first hurdle, anecdotal evidence suggests that both schools and states may be having problems meeting all of the law's requirements.

In Pennsylvania, an audit by a regional E.P.A. office has found, little has been done to review plans submitted by schools. Due to a shortage of personnel, as of mid-December, only 3 out of the more than 400 management plans submitted by the deadline had been reviewed, said Dennis Dealy, the office's supervisory auditor.

All three plans were returned to the schools for further modifications, he said.

Late last week, Gov. Robert P. Casey gave $200,000 to the state's Department of Environmental Resources to hire 10 new reviewers.

The audit, which compared Pennsylvania's asbestos program to those in surrounding states, reported that 90 percent of the plans submitted to Maryland authorities were also rejected, said Mr. Dealy.

**We're working to reduce the number and severity of injuries among secondary school athletes.**

**But that's not to say we're working alone.**

[illegible]

NATA [illegible]

[illegible]

Booth #908
The American School Administrators Convention
[illegible]

Booth #322
The National School Board Association Convention
[illegible]

"AASA supports the NATA's call for the establishment of minimum health care standards for all of the nearly six (6) million high school athletes in the U.S."
—American Association of School Administrators

". . . . On behalf of (our) 1,000 members, most of whom are team physicians, the AOSSM will participate actively in the NATA (injury management) program and (we) endorse the concept that one effective means of enhancing the safety of athletic programs in U.S. high schools is to procure the services of a certified health care professional, ideally a NATA-certified athletic trainer or professional with equivalent credentials."
—American Orthopaedic Society for Sports Medicine

"The risk of injury and/or re-injury to secondary school athletes can be reduced if more high schools retain the services of either certified athletic trainers or other allied health care professionals with similar credentials to work in conjunction with physicians and school nurses."
—National Association of School Nurses

"One means by which to effectively enhance safety and reduce risk of injury and liability is to procure the services of a certified health care professional, ideally a NATA-certified athletic trainer or a professional with equivalent credentials."
—American College Health Association

"An NATA-certified athletic trainer is one of the most valuable means by which we can minimize risk of injuries to high school athletes."
— National High School Athletic Coaches Association

In sincere appreciation of their continued support and cooperation, we're proud to recognize some of the other organizations that endorse the NATA's program to minimize risk of injury, and enhance the health and well-being of high school athletes:

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The American Kinesiotherapy Association
The American Trauma Society
The National Academy of Sports Vision
The National Association for Girls and Women in Sport
The National Association for Sport and Physical Education

NATIONAL ATHLETIC TRAINERS' ASSOCIATION
N A T A
1950

# Federal Asbestos Law Compliance Statistics

| | L.E.A.'s Reporting | Management Plans Submitted | Deferral Request Approved | No Plan/ No Deferral | Unapproved Deferral Late | Compliance Rate | Noncompliance Rate |
|---|---|---|---|---|---|---|---|
| Alabama[1] | 428 | 270 | 148 | 0 | 1 | 99.8% | 0.2% |
| Alaska | 135 | 64 | 54 | 10 | 7 | 87.4 | 12.6 |
| Arizona | 441 | 172 | 142 | 101 | 26 | 71.2 | 28.8 |
| Arkansas | 510 | 453 | 57 | 0 | 0 | 100.0 | 0.0 |
| California | 4224 | 1044 | 1984 | 1020 | 176 | 71.7 | 28.3 |
| Colorado[2] | 579 | 1216 | 874 | 48 | 17 | 97.0 | 3.0 |
| Connecticut | 566 | 36 | 333 | 111 | 86 | 65.2 | 34.8 |
| Delaware | 129 | 73 | 21 | 32 | 3 | 72.9 | 27.1 |
| District of Columbia | 104 | 13 | 48 | 43 | 0 | 58.7 | 41.3 |
| Florida[1] | 1206 | 383 | 574 | 0 | 186 | 83.7 | 16.3 |
| Georgia[1] | 619 | 428 | 56 | 0 | 215 | 69.2 | 30.8 |
| Hawaii | 91 | 47 | 32 | 12 | 0 | 86.8 | 13.2 |
| Idaho | 193 | 137 | 44 | 1 | 11 | 93.8 | 6.2 |
| Illinois[3] | 1910 | 2106 | 3497 | 835 | 133 | 85.3 | 14.7 |
| Indiana[3] | 824 | 763 | 923 | 566 | 600 | 58.5 | 41.5 |
| Iowa | 723 | 458 | 243 | 11 | 11 | 97.0 | 3.0 |
| Kansas | 603 | 429 | 151 | 19 | 1 | 96.7 | 3.3 |
| Kentucky[1] | 466 | 1054 | 558 | 0 | 112 | 93.5 | 6.5 |
| Louisiana[2] | 361 | 91 | 227 | 104 | 15 | 72.8 | 27.2 |
| Maine | 367 | 79 | 237 | 48 | 180 | 58.1 | 41.9 |
| Maryland | 916 | 362 | 286 | 214 | 36 | 72.8 | 27.2 |
| Massachusetts | 736 | 173 | 285 | 279 | 19 | 59.5 | 40.5 |
| Michigan | 1416 | 357 | 739 | 315 | 5 | 77.4 | 22.6 |
| Minnesota | 1134 | 983 | 151 | 100 | 0 | 91.2 | 8.8 |
| Mississippi[1] | 322 | 813 | 195 | 394 | 481 | 53.8 | 46.2 |
| Missouri | 1160 | 771 | 315 | 53 | 21 | 93.6 | 6.4 |
| Montana[2] | 978 | 695 | 235 | 73 | 6 | 92.2 | 7.8 |
| Nebraska | 1077 | 1010 | 58 | 0 | 9 | 99.2 | 0.8 |
| Nevada | 74 | 35 | 27 | 8 | 4 | 83.8 | 16.2 |
| New Hampshire | 290 | 143 | 135 | 12 | 0 | 95.9 | 4.1 |
| New Jersey | 1757 | 323 | 980 | 423 | 51 | 73.0 | 27.0 |
| New Mexico | 297 | 185 | 80 | 32 | 0 | 89.2 | 10.8 |
| New York | 3661 | 357 | 2886 | 586 | 72 | 82.6 | 17.4 |
| North Carolina[2] | 478 | 274 | 197 | 8 | 22 | 94.0 | 6.0 |
| North Dakota | 342 | 250 | 88 | 0 | 17 | 95.0 | 5.0 |
| Ohio | 1485 | 503 | 625 | 340 | 17 | 76.0 | 24.0 |
| Oklahoma[2] | 855 | 549 | 316 | 38 | 106 | 85.7 | 14.3 |
| Oregon | 726 | 353 | 246 | 116 | 11 | 82.5 | 17.5 |
| Pennsylvania[2] | 2559 | 715 | 796 | 734 | 328 | 58.7 | 41.3 |
| Puerto Rico | 643 | 10 | 312 | 319 | 2 | 50.1 | 49.9 |
| Rhode Island | 107 | 3 | 94 | 10 | 0 | 90.7 | 9.3 |
| South Carolina[1] | 511 | 187 | 166 | 0 | 176 | 66.7 | 33.3 |
| South Dakota | 284 | 113 | 91 | 22 | 58 | 71.8 | 28.2 |
| Tennessee[2] | 639 | 97 | 317 | 118 | 107 | 64.8 | 35.2 |
| Texas[3] | 2342 | 1479 | 536 | 14 | 437 | 81.7 | 18.3 |
| Utah | 77 | 39 | 27 | 5 | 6 | 85.7 | 14.3 |
| Vermont | 124 | 60 | 46 | 16 | 2 | 85.5 | 14.5 |
| Virgin Islands | 42 | 0 | 42 | 0 | 0 | 100.0 | 0.0 |
| Virginia[2] | 792 | 286 | 167 | 332 | 22 | 56.1 | 43.9 |
| Washington | 752 | 395 | 166 | 65 | 126 | 74.6 | 25.4 |
| West Virginia | 174 | 97 | 77 | 0 | 0 | 100.0 | 0.0 |
| Wisconsin | 1336 | 586 | 699 | 51 | 0 | 96.2 | 3.8 |
| Wyoming | 100 | 72 | 27 | 1 | 0 | 99.0 | 1.0 |
| Total[4] | 42,887 | 21,819 | 21,287 | 7,880 | 4,811 | 79.1 | 20.9 |

[1] Information based on limited data provided by the state.

[2] The total of the categories is greater than the total number of L.E.A.'s due to counting separate submissions for schools within one L.E.A. Compliance rates are based on the total number of submissions.

[3] Data provided for schools only. Compliance rate based on total number of schools.

[4] The National rates exclude the reports from Alabama, Florida, Georgia, Kentucky, Mississippi, and South Carolina due to the limited data provided by these states.

SOURCE: Environmental Protection Agency

# Senate Bill Targets Loan Defaults

WASHINGTON—The Senate has unanimously approved a bill aimed at curbing student-loan defaults.

But the measure faces an uncertain reaction in the House, where key lawmakers are waiting to see the Education Department's new regulations on the issue.

The Senate bill, sponsored by Claiborne Pell, Democrat of Rhode Island, is almost identical to one that passed in the Senate last year. That proposal died, however, when House leaders decided to postpone consideration until the department acted.

The Senate bill would require any lender, school, or guarantee agency with a default rate of 25 percent or more to develop a default-management plan. If a school's rate did not fall below 25 percent within three years, the state guarantee agency could recommend that it be suspended or terminated from the program.

The Senate bill "won't change our strategy at all," said Rick Jerue, staff director of the House Subcommittee on Postsecondary Education. "We are still waiting for the Administration's regulations."

Mahlon Anderson, an Education Department spokesman, said last week that the rules would be issued in late spring or early summer.—M.W.

# Temporary Appointees Named to 6 Top E.D. Posts

WASHINGTON—Temporary appointments were announced last week for six senior Education Department positions vacated by the resignations of Reagan Administration appointees.

The appointments will last until President Bush nominates his permanent choices for the posts, and the Senate confirms them.

The following officials were named to serve in an acting capacity:

- Patricia McGill Smith, assistant secretary for special education and rehabilitative services, succeeding Madeleine C. Will. Ms. Smith had been deputy assistant secretary in that office.
- Jim Williams, assistant secretary for postsecondary education, succeeding Kenneth D. Whitehead. Mr. Williams had been a special assistant in that office.
- William L. Smith, assistant secretary for civil rights, succeeding LeGree S. Daniels. Mr. Smith most recently was a special adviser to Bonnie F. Guiton, assistant secretary for vocational and adult education.
- Daniel Bonner, assistant secretary for elementary and secondary education, succeeding Beryl Dorsett. Mr. Bonner had been acting deputy assistant secretary in that office.
- Bruno Manno, assistant secretary for educational research and improvement, succeeding Patricia M. Hines. Mr. Manno had been chief of staff and acting deputy assistant secretary for policy in that office.
- Gary Rasmussen, deputy undersecretary for management, succeeding Patrick Pizzella. Mr. Rasmussen had been acting administrator for management services in that office.

—R.R.W.

## CAPITAL UPDATE

*Capital Update tracks the movement of legislation, the introduction of notable bills, and routine regulatory announcements.*

### Legislative Action

| | |
|---|---|
| **Head Start Authorization**<br>H R 1300 | The House last week passed a bill that would increase the 1990 authorization ceiling for the Head Start preschool program by $147 million, to $1.6 billion. The increase would accommodate President Bush's budget request for the program. |
| **School Lunch**<br>H R 24 | The House Elementary, Secondary, and Vocational Education Subcommittee held a hearing last week on legislation to reauthorize child-nutrition programs. |
| **Student-Loan Defaults**<br>S 568 | The Senate March 17 passed a bill aimed at curbing student-loan defaults. The measure would require institutions to reduce their default rate to below 25 percent within three years or face possible suspension or termination from the program. |
| **Vocational-Education Reauthorization**<br>H R 7, H R 22, H R 1128 | The House Elementary, Secondary, and Vocational Education Subcommittee last week held its final hearing on the reauthorization of the Carl D. Perkins Vocational Education Act, with testimony from Secretary of Education Lauro F. Cavazos. The subcommittee's markup session on the bill is scheduled for April 12. |

### In the Education Department

| | |
|---|---|
| **Even Start**<br>Final Regulations | The Education Department has published final regulations for the new Even Start program. The new rules alter the wording of some sections and slightly change the criteria by which applications are to be judged. The rules, published in the March 23 *Federal Register*, are to take effect in May. |
| **Impact Aid**<br>Proposed Regulations | The Education Department has proposed regulations implementing changes in the impact-aid program made by last year's reauthorization law and clarifying some current department policies. The regulations were published in the March 23 *Federal Register*, and comments are due June 21. |
| **Student Aid**<br>Proposed Regulations | The Education Department has proposed regulations to curb abuses in student-aid programs. The rules would clarify policies relating to institutions with more than one branch and the liability of individuals, require institutions to give department officials access to financial information, and allow only remedial courses at the high-school level or above to be paid for with federal aid. The rules were published in the March 17 *Federal Register*, and comments are due May 1. |

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# Retire All Buses Built Before '77, U.S. Panel Urges

## *Safety Measure Targets 22% of School Vehicles*

**By Reagan Walker**

WASHINGTON—Citing safety concerns, the National Transportation Safety Board recommended last week that school officials retire the more than one-fifth of the nation's school buses built before 1977.

The recommendation came as a result of a 10-month investigation of a Kentucky school-bus accident last spring that killed 27 people.

The transportation-safety board suggested that states order the phase-out of buses made before federal standards were tightened in 1977. If adopted nationally, the proposal would affect 77,000 school buses, about 22 percent of all those now in use.

The cost of replacing those buses, information supplied by states suggests, would total more than $2 billion.

State education officials said last week that older buses already are being retired in some states. But officials in many states said financial constraints have been the major roadblock to implementing a formal phase-out plan.

In New Jersey, for example, a 10-year retirement program begun in 1977 has taken all pre-standard buses off the roads.

But in California, nearly 45 percent of buses owned by public schools are pre-1977 buses, according to Ron Kinney, state supervisor of school transportation.

Mr. Kinney estimated that it would cost

*Continued on Page 16*

Larry Morris/The Washington Post

**To kick off his education initiatives, President Bush met with groups of students last week—in one instance, over an impromptu bit of lunch at a Vienna, Va., high school.**

# Personnel Shortages Augur a 'Crisis' In Special Education, Groups Warn

**By Debra Viadero**

WASHINGTON—Serious shortages of special-education personnel constitute a "national emergency" that could jeopardize the education of handicapped children, six organizations in the field have warned in a report scheduled to be presented to the Congress this week.

"Over the coming years the shortages will reach crisis proportions," the coalition predicted.

The dearth of trained workers could force school officials to increase special-education class sizes, hire unqualified personnel, and scale down programs to fit the size of their workforce rather than the needs of children, the groups maintained.

"Unless this trend is reversed, there will be a major deterioration of both the availability and quality of special education for our nation's children with handicaps," the report states.

The report, "A Free Appropriate Education: But Who Will Provide It?," was to be formally presented April 3-4 in testimony before the Senate Subcommittee on the Handicapped and the House Subcommittee on Select Education.

Joining in the statement were the American Speech-Language-Hearing Association, the Council of Administrators of Special Education, the Council for Exceptional

*Continued on Page 18*

# Tax Credits Are Too Expensive, Bush Asserts

## *Says All Should Help Pay for Public Schools*

**By Ann Bradley**

WASHINGTON—President Bush, countering a longstanding Republican Party plank and an often-touted position of his predecessor, said last week that he does not favor tuition tax credits for people who send their children to private schools.

"We can't afford to do that," Mr. Bush said of government support for private-school parents. "It is the obligation of all taxpayers to support a public-education system. We want it to be the best."

The President made the remarks March 29 during a question-and-answer session with 75 high-school students visiting the White House. Asked by a private-school student whether his parents should receive a tax break because they also support public schools, Mr. Bush responded, "No, they shouldn't."

"I've been intrigued with the concept of tuition tax credits," the President continued. "And some say, well, should that include parochial schools? And I've said, yes, but the problem again is that we can't afford to do that."

"So I think that everybody should support the public-school system," he said. "And then, if on top of that, your parents think that they want to shell out, in addition to the tax money, tuition money, that's their right and that should be respected. But I don't think they should get

*Continued on Page 17*

# Los Angeles Unveils 10-Yr. Reform Plan To Hike Attainment

**By Lynn Olson**

The Los Angeles Board of Education last week approved an ambitious 10-year plan aimed at combatting "widespread low-achievement patterns" in the nation's second-largest school district, particularly among poor and minority students.

The sweeping set of proposals, which would eventually cost more than $400 million a year, focuses primarily on the elementary grades and incorporates many of the education reforms that have become popular in recent years.

These include the creation of pre-kindergarten programs, smaller classes, more aggressive parental outreach, and a strengthened, language rich curriculum geared toward the acquisition of higher-order skills.

The plan also calls for shifting more authority for educational spending and instruction down to the school site, through the creation of shared-decisionmaking

*Continued on Page 20*

# Physician's Test Study Was 'Clearly Right,' A Federally Sponsored Analysis Has Found

**By Robert Rothman**

SAN FRANCISCO—A West Virginia physician was correct when he found that most students in all states scored above average on standardized achievement tests, a team of leading experts conducting a federally funded study reported here last week.

But the extent to which states and districts report above-average scores is not as great as the physician, John Jacob Cannell, suggested, the researchers said.

And they dismissed Dr. Cannell's contention that the high scores reflect a conspiracy among test publishers and administrators to mislead the public. Rather, they said, the scores result from outdated norms and efforts to "teach to the test."

Responding to the findings, Dr. Cannell—who is currently studying psychiatry in Albuquerque—said he felt "vindicated."

"I feel my main points have been corroborated," he said.

Daniel Koretz, senior social scientist at the RAND Corporation, said the new study "removes one of the irritating irrelevancies around the previous study, [namely] the ad hominem arguments against Cannell's lack of background."

*Continued on Page 19*

## Also in the news

**Approval, With Dissent, in Chelsea**

The school committee assented to the Boston University management plan, amid new objections.

**5**

**Catholic Educators' Hopeful Signs**

At their convention, they were buoyed by good news of pupil performance and an enrollment surge.

**6**

Julie A. Miller/Education Week

**ON THE ROAD: Secretary of Education Lauro F. Cavazos meets with students at a B.I.A. school in California. See story on page 12.**

## IN SUMMARY

**Kansas City Reform**
District and union officials in Kansas City, Mo., have proposed a major restructuring effort, but its fate may rest on whether a federal judge orders the state to pay its estimated $100-million cost. **Page 5.**

**Catholic Schools on the Upbeat**
Catholic educators, meeting last week in Chicago, saw reason for optimism in a study showing that their students perform better than those in public schools on math and science tests. **Page 6.**

**Lap-Top Experiments**
School pilot tests are showing promising prospects for a technological tool that until recently has been largely ignored by public schools—portable "lap-top" computers. **Page 7.**

**Florida PREP's Anniversary**
State officials and educators are pondering the effects of their groundbreaking effort, now 10 years old, to provide children in early grades with more individualized attention. **Page 8.**

**Gym-Class Debate**
Facing strong opposition, Commissioner of Education Saul Cooperman of New Jersey is looking to compromise on his plan to eliminate high-school gym requirements. **Page 8.**

**Hawkeye Finance**
The Iowa legislature's efforts to work out a new formula for distributing $1 billion in state school aid could be derailed by a proposal to let districts levy a special property tax without voter approval. **Page 10.**

**Civil Rights and Football**
The U.S. Supreme Court heard arguments last week in the case of a white football coach in Dallas who was removed from his job at the urging of his high school's black principal. **Page 14.**

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# ACROSS THE NATION

## STATES

### Student 'Bill of Rights' Adopted by New York Regents

The New York State Board of Regents has adopted a student "bill of rights" that seeks to emphasize the "human side of education," according to Thomas Sobol, the state superintendent.

The 10-item document was proposed to the board last September and revised after a series of public hearings.

The statement makes clear that it does not establish any new legal entitlements for students, but is intended to reflect the board's "policy goals."

The manifesto proclaims that each child has the right to:

- A healthy, secure, nurturing infancy and early childhood;
- Healthy intellectual, emotional, physical, and moral development;
- A free, sound, basic education that is appropriate to individual needs and respects culture, race, socioeconomic background, and language.
- Effective schools and educational programs;
- Assistance in preparing for jobs, college, family life, and citizenship;
- Education without fear;
- Resources needed to secure their educational rights; and
- An education that involves responsibilities as well as rights.

NEW YORK
THE STATE OF LEARNING

One item proposed last year was not included in the final document. It would have established students' right to attend school "in buildings that are clean, safe, and in good repair."

■ **The Georgia Board of Education has banned spring football practice,** on the grounds that students were dropping other sports and slighting their studies in order to participate.

Although some board members said spring practice should be kept, but strictly regulated, a majority agreed with educators' arguments that the workouts forced many high-school students to quit playing baseball and postpone studying for final exams.

## DISTRICTS

### Bribery Charges Spur Suspension Of New York Community Board

Schools Chancellor Richard R. Green of New York City has suspended a community school board after two members were indicted on bribery charges related to their duties in office.

The action against Community School Board 12 became necessary because the indictments "have seriously undermined the credibility and respectability of the board and the stability of the district," the chancellor said in a statement last week.

The suspension is the second imposed by Mr. Green since last fall, when allegations of bribery and corruption against community-school-board members erupted into a full-blown scandal. He moved against the board of Community District 9 in November, and investigations of possibly illegal activities in a number of other districts within the city school system are currently under way.

The two districts affected by Mr. Green's actions, and a third suspended by his predecessor, are being run by trustees until new boards are elected. Community-board elections, scheduled for May 2, are the first to be conducted under a conflict-of-interest law enacted by the legislature last year.

■ **Principals in Cleveland will receive higher salaries—and be held more accountable for student performance**—under a plan approved by the school board.

High-school principals now earning from $54,180 to $68,141 will earn from $63,720 to $72,920, the board decided last month.

Intermediate-school principals will earn from $55,720 to $64,020 and elementary-school principals will make from $52,317 to $60,315 under the plan, which will take effect in the next school year.

In order to advance under the new system, principals will have to demonstrate an "ability to perform and produce measurable results," said Timothy O. Giles, the district's chief of supportive services.

The board last summer approved an evaluation system designed to assess principals' performance based on such criteria as students' test scores, attendance, dropout rates, and enrollment in extracurricular activities.

■ **More than 20 percent of high-school principals in Chicago have retired since the beginning of the school year,** Bruce Berndt, president of the Chicago Principals' Association, said last week.

Elementary- and middle-school principals also have retired in greater numbers than in previous years, he noted.

Mr. Berndt suggested that the retirements may have been hastened by a school-reform law that abolishes tenure, allows local councils to hire and fire principals, and calls for performance-based contracts for principals starting in 1990.

Some principals "didn't feel like fighting the upcoming school-reform changes in principal selection," he said.

■ **The Suwannee County, Fla., school system has "a hostile racial environment" resulting in discrimination against blacks,** a group of black teachers and students has charged in a federal suit.

The group alleges that black teachers have been fired for racial reasons and have not been permitted to teach college-preparatory classes.

Black students have been disciplined more harshly than white students and subjected to racial slurs from teachers, the suit also alleges.

School officials have denied all the charges, Victor Afracano, a lawyer for the northern Florida district, said last week.

In Denver, meanwhile, several black teachers and the local N.A.A.C.P. are arguing with school officials over a district plan to improve the quality of the teaching force.

The group charges that the plan discriminates against black teachers and is being misused as a disciplinary device.

■ **A proposal to raze the landmark Beverly Hills (Calif.) High School and lease its land to developers faces**

## *A Flight of Fancy*

Five students at the Ashe County Career Center in Jefferson, N.C., are preparing themselves to experience the cramped conditions, exhausting schedules, bland diets—and, perhaps, some of the almost unimaginable exhilaration—of flying on the space shuttle.

The high-school students plan to use computers, inventive gadgetry, and their imaginations to conduct a simulation of the flight of the shuttle Atlantis, which is scheduled to be launched April 28.

As the National Aeronautics and Space Administration begins its countdown to lift off, "mission control" at the school will do the same for its shuttle Victoria—a windowless classroom.

At blast off, computer software in the classroom will simulate the shuttle's launch and "roll maneuvers." Then, for the next five days, the student astronauts will eat, sleep, conduct experiments, and launch a satellite just as the crew of the Atlantis will do.

And when the time comes to release the satellite and "space walk," the students will approximate the sensation of weightlessness by suspending themselves in harnesses hanging from the ceiling.

The classroom "shuttle" has been modified to resemble the Atlantis, with its two floors, cabin, and payload bay, according to Robert Calhoun, a media-communications teacher at the center and the originator of the project.

NASA
P. Steiner

Peter Steiner

The crew of the Victoria will be in constant electronic communication with "mission control." And, through the "Space Link" telecommunications system, students will be able to follow the status of the real shuttle and every detail of the astronauts' activities.

Basically, said Mr. Calhoun, "we'll be able to monitor the astronauts 24 hours a day." —J.W.

**strong community opposition.**

A school-board panel suggested in February that the financially strapped Beverly Hills school district could make money by leasing to commercial developers such "surplus land" as parking lots, athletic fields, and the tract that contains the district offices.

The committee also urged officials to "seriously consider" demolishing the 60-year-old high school—whose alumni include a number of entertainment-industry figures—and leasing 8 acres of its 27-acre campus to a developer.

Members argued that income from development on the tract would allow construction of a new, "state-of-the-art" high school on the remaining 19 acres.

But Mayor Robert K. Tanenbaum has led a chorus of public protest, calling the committee's suggestion "the most repugnant proposal I have ever witnessed in government."

Public hearings will have to be held on the plans, which are contingent on zoning changes, according to Hali Wickner, a spokesman for the district.

■ **The Cincinnati school system underreports the size and cost of its bureaucracy by failing to count teachers who perform out-of-classroom tasks for at least part of the day,** the Cincinnati Federation of Teachers has charged.

Although 55 teachers in the district spend all or part of their day acting as administrators, the cost of the tasks they perform is not considered administrative, according to a new report by the union. As a result, it says, the district's statistics underestimate bureaucratic costs by nearly 30 percent.

But Lynn Goodwin, the district's deputy superintendent and treasurer, said such teachers should not be counted as administrators. "I don't know of any school in which all teachers teach all day," he added.

■ **A gospel-choir course at a Cleveland-area high school will be eliminated because of concerns that it violates the First Amendment's prohibition on state establishment of religion.**

The decision by officials of Cleveland Heights High School to discontinue the course, which had been taught for four years, drew complaints from many students and parents at a school-board meeting last month.

The school has offered to create an African-American music class next fall that would include gospel music. And students could continue the choir as an after-school club, Robert Greene, the district's director of community relations, said last week.

■ **The presence of a rare type of plant has blocked use of a proposed site for a badly needed elementary school in Orange County, Fla.**

Engineers were surveying the site when they discovered about 35 specimens of scrub lupine, one of about 120 Florida plant species to be declared endangered, according to Lee Ann Lowery, real-property manager for the Orange County school system.

Faced with overcrowding at a nearby elementary school and unable to afford other land in the Orlando area, district officials considered trying to build around the plants. They finally abandoned the site last week, however.

■ **Vandals have caused an estimated $1.1 million in damages to a Minnesota high school.**

Henry Sibley Senior High School in Mendota Heights will be closed for the rest of the school year because of damage allegedly inflicted March 23 by four students, district officials said.

The students used a hand-operated fork lift to smash through doors and walls, burned a vending machine with an acetylene torch, and splashed paint throughout the school, according to Dennis Delmont, chief of police in the St. Paul suburb.

Most of the repair costs will be to remove asbestos insulation that was damaged when the vandals turned on three fire hydrants, officials said.

The students have been charged with first-degree criminal damage to property, third-degree burglary, and theft.

■ **The San Francisco Unified School District's support for a United Farm Workers grape boycott is illegal,** growers have charged in court.

David J. Pinkham, owner of a Central Valley vineyard, and the California Grape Commission allege in a lawsuit that the school board abused its powers and issued "an unveiled, purely political endorsement" when it approved a resolution forbidding the district from purchasing grapes or other food "contaminated with pesticides."

Thomas J. Sammon, executive assistant to Superintendent Ramon C. Cortines, said last month that the resolution is legal because it concerns the safety of students.

■ **About 50,000 Philadelphia children between the ages of 6 and 12 are "alone and unsupervised" from the time school ends until their parents return from work,** according to a recent study.

The Philadelphia School Age Child Care Coalition noted that the city has space for only about 2,000 children in after-school programs operated by schools, the recreation department, community organizations, churches, and day-care providers.

The coalition urged the city to recognize "latchkey" children as a top priority.

## DIMENSIONS

# School Wage Settlements

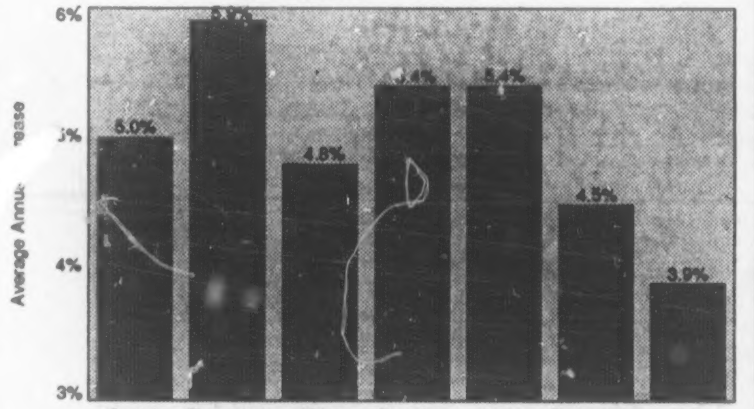
Elementary- and secondary-school employees fared better than other state and local government workers in 1988 collective-bargaining agreements, according to a U.S. Bureau of Labor Statistics report.

The 344,000 teachers and other public-school workers covered by major wage settlements last year received an average raise of 5.6 percent in the first year, and 5.9 percent a year over the life of their contracts. The average increase for all state- and local-government wage agreements covering more than 1,000 workers was 5.1 percent in the first year and 5.3 percent over the life of the contract.

The only group to surpass elementary and secondary educators was health-service workers, who received an average 6.2 percent raise in their contracts' first year. Over the life of the contracts, however, the health-service workers' annual raises were pegged well below those of school employees.

Copies of "State and Local Government Collective Bargaining Settlements in 1988" (USDL 89-97) are available from the Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212.

State and Local Wage Settlements 1988
(covering 1,000 or more employees)



## RESEARCH AND REPORTS

### Child-Health Institute To Study Impact of Day Care on Infants

The National Institute of Child Health and Human Development is launching what officials of the federal agency term the most comprehensive study to date of the impact of day care on infants.

The five-year study will examine the emotional, cognitive, and social development of about 1,200 infants being cared for by adults other than their parents in a variety of day-care settings.

The study will follow children's development during their first three and a half years. It will involve infants representing a cross-section of geographic locations and socioeconomic backgrounds.

Growing numbers of mothers of young infants are entering the labor force, noted Sarah Friedman, a health-science administrator at the institute.

The study will explore "whether this has an impact on child development and what the specifics of the impact are,' she explained.

The project is the most ambitious attempt so far to draw together data from a variety of day-care settings and study a wide range of characteristics of nonparental care, according to Ms. Friedman.

■ **Efforts by nine school districts to place more authority in the hands of teachers and principals** are profiled in a new National Governors' Association report.

"Restructuring in Progress: Lessons from Pioneering Districts" was researched with the assistance of the Center for Policy Research in Education and written by Jane L. David, director of the Bay Area Research Group in Palo Alto, Calif.

It focuses on four districts—Jefferson County, Ky.; Dade County, Fla.; Poway, Calif; and New Orleans—that have undertaken substantial efforts to reorganize the way they do business in order to improve teaching and learning.

Some of the changes include reorganizing middle schools into "mini-schools" of roughly 150 students each; providing schools with a lump-sum budget, to spend as they see fit; and creating new governance structures at the school site.

The report also analyzes common problems in approaching structural change and how districts have overcome such barriers.

Copies of the report are available for $7.50 each, prepaid, from N.G.A. Publications, 444 N. Capitol Street, N[illegible], Suite 250, Washington, D.C. 20001.

■ **Teachers in six Southern states earn an average of $10,000 a year less than other college graduates in the region,** according to an annual survey by the Southeastern Educational Improvement Laboratory.

Despite gains in recent years, the study noted, the typical Southern teacher's $24,572 annual pay was far behind the $34,455 earned by other graduates.

Copies of "An Analysis of the Comparability of Teacher Salaries to the Earnings of Other College Graduates in the Southeast: 1988 Update" are available for $12.00 each from the Southeastern Education Improvement Laboratory, P.O. Box 12748, 200 Park, Suite 200, Research Triangle Park, N.C. 27709-2748.

## PEOPLE

■ U.S. Surgeon General C. **Everett Koop** has been awarded the 1988 "Jefferson Medal" by the Council for the Advancement and Support of Education.

The medal, named for Thomas Jefferson, is given each year to a college graduate who has made "extraordinary contributions to American society."

Dr. Koop, a pediatric surgeon who was surgeon-in-chief of Children's Hospital of Philadelphia and professor of pediatrics at the University of Pennsylvania before he was named surgeon general in 1981, is being honored for his achievements both as a physician and a public official.

Gary Quehl, president of CASE, is scheduled to present the award at a Washington ceremony next week.

■ Officials of the Jefferson County school district, Colorado's largest, have hired a former state education commissioner to help them overcome a public-image problem.

**Calvin Frazier**, who retired as commissioner in 1987 and is now an educational consultant at the University of Denver, will receive $37.50 an hour for polling legislators and community leaders in the suburban-Denver area to find out their impressions of the district's schools.

The district has been beset in recent months by bitter contract negotiations and a reduced budget. Teachers have called for the replacement of Superintendent John Peper, and a recent survey of P.T.A. members found widespread dissatisfaction with the superintendent and the school board.

"The board acknowledges that there are a number of underlying problems that need to be addressed," said Kay Pride, a spokesman for the district.

Mr. Frazier was to report directly to the superintendent, Ms. Pride said.

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# EDUCATION WEEK

American Education's Newspaper of Record | Volume VIII, Number 29, April 12, 1989 | © 1989 Editorial Projects in Education / $2.50

## Schools and the Police: 'We Need Each Other'

### But New Alliances Prompting Policy Questions

By Lisa Jennings

Every day, during the lunch hour at Washington's Eastern High School, Principal Ralph Neal strolls the grounds with Roy DeMesme, a District of Columbia police officer.

The object of their patrol, the principal says, is "to be seen together."

And that sight has had its impact at this inner-city school in the nation's new "murder capital."

When Officer DeMesme was assigned as a "short-beat cop" for Eastern four years ago, the principal says, there was an open-air drug market right across the street. Students could look out a window during class and see a drug deal in progress.

But that is no more.

The community's drug problem persists, Mr. Neal admits, but it has moved away from his campus since Officer DeMesme became a daily presence.

Like more and more police officers in cities nationwide, the Eastern High patrolman is not on hand solely to enforce the law. According to Mr. Neal, he also teaches classes on drug-abuse prevention and has become a friend to students.

"We have an excellent relationship," Mr. Neal says. "We need each other."

That sense of mutual dependency, experts say, is helping forge a new era of partnership between two public agencies that have oftimes viewed each other with mutual suspicion.

In the 1960's, one Philadelphia school administrator recalls, school leaders sometimes saw the police as "our enemies." And those in law enforcement, he adds, "thought the schools were full of.

Continued on Page 20

Craig Herndon The Washington Post

Principal Ralph Neal and Police Officer Roy DeMesme on patrol.

## Bush To Create Education Post In White House

### *Taps Political Scientist For Unprecedented Job*

By Julie A. Miller

WASHINGTON—President Bush is on the verge of naming a full-time adviser on education to his White House staff, *Education Week* has learned.

The White House appointment will be unprecedented for education, political analysts said, reflecting a dramatic rise in the issue's national prominence.

John E. Chubb, a senior fellow at the Brookings Institution, confirmed last week that he had accepted the job.

Roger B. Porter, assistant to the President for economic and domestic policy, said that he had interviewed candidates for the new position and that Mr. Bush would soon announce an appointment. Mr. Porter would not comment further on the new post.

"There's really no precedent for it," Mr. Chubb said. "What's happened is that Bush has made education a top priority, and Presidents have people in fields important to them to provide advice and be a check on the departments."

Mr. Chubb, who said last year that he had "voted Democratic more often than Republican," joined Brookings, an established Washington think tank, in 1984.

He was previously an assistant professor of political science and the associate director of public policy at Stanford University. Mr. Chubb is best known in education circles for his support of parental choice in public schools, an idea Mr. Bush has also espoused.

Mr. Chubb said his role would be to advise the President, represent his views, and do battle with the federal bureaucracy where its interests conflict with the President's—a role he acknowledged might result in conflicts with the Education Department.

"The basic reason to have an expert in a policy area is to represent the President's

Continued on Page 16

## Nationwide Project Scraps 'Layer Cake' Approach to Science

By Robert Rothman

Charging that the science curriculum is to blame for students' poor performance and lack of interest in the subject, the National Science Teachers Association has unveiled plans to overhaul the "layer cake" structure that has dominated secondary-school instruction for nearly a century.

**New math texts readied, page 5.**

The project, set to begin next year in about 20 schools, will replace the traditional curriculum—in which decreasing numbers of students study a separate discipline each year—with a new form of organization that allows all students to study all subjects every year.

Continued on Page 23

## Key Effects of Desegregation Policy Remain Unknown, Study Contends

By William Snider

Social scientists have yet to adequately measure the costs and benefits of efforts to desegregate schools and neighborhoods, according to a forthcoming study by a sociologist whose earlier work sparked a controversial reassessment of the war on poverty.

While a number of studies have attempted to determine the effects of racial and economic isolation on the educational achievement of individual students, the report says, most are either methodologically flawed or contradict the findings of other studies.

In addition, the current body of research fails to answer many important questions, it contends.

For example, the study says, "most experts believe that a school's racial mix does not affect white students' achievement, but the evidence for this view is not conclusive."

And while there is some evidence that attending an integrated school benefits black students, at least in Northern school districts, it says, researchers have not determined whether this effect is as valid for low-income students as for those of middle income.

The study,"The Social Consequences of Growing Up in a Poor Neighborhood: A Review," comes at a time when some policymakers are expressing renewed interest in efforts to racially and economically integrate neighborhoods and, to a lesser extent, schools.

But both supporters and opponents of school and housing desegregation will find little valid research to back up their arguments, the study says.

"I don't think most people who have been

Continued on Page 17

## *'Clinical Schools': Theory Meets Practice on the Training Ground*

Craig Stafford

School and university collaborators at San Antonio's Mark Twain Middle School.

By Lynn Olson

Like thousands of aspiring educators nationwide, Patricia R. Morey has spent part of this year as a student teacher, gaining her first exposure to classroom life.

But compared with the experiences of her colleagues, Ms. Morey's introduction to teaching has been, in her words, "richer" and "more intense." She has participated in an experimental program in Brookline, Mass., that some say could be the wave of the future in teacher training.

For the past several years, a small group of teachers at the Edward Devotion School in Brookline has been trying to create a new kind of clinical-training program that would simultaneously introduce new teachers into the profession, enrich the lives of veteran teachers, and improve student learning.

Known by a variety of names—"professional-development schools," "professional-practice schools," and "clinical schools," to name a few—fledgling initiatives similar to the Brookline program are springing up in a handful of locales around the country.

They are real schools, jointly operated by universities and school districts, that offer student teachers and novices a much more structured and supportive introduction to teaching than now exists.

Unlike most schools—where the training of future educators is a low or nonexistent priority—these schools will assume the professional education of teachers as a primary function.

Their proponents argue that by helping new recruits meld theory and practice, and

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### Also in the news

**5** **Standards for Psychologists**
National certification for school practitioners is under way, requiring graduate work, an internship, and a skills test.

**10** **Florida as Equity Leader**
With strong support from educators, a bill holds promise of making school districts "almost totally equalized."

**14** **Bush's Education Package**
Republicans praise initiatives, Democrats cite money gaps, but some say plan will not survive in its present form.

## IN SUMMARY

**New Math Textbooks**
A six-year effort to overhaul the secondary-school mathematics curriculum takes a major step forward this week with the publication of its first textbooks. **Page 5.**

**The Crumbling Schoolhouse**
The nation needs to spend more than $100 billion on construction and renovation of school buildings, many of which are overcrowded, obsolete, or in need of repairs, a new study argues. **Page 6.**

**Minneapolis Choice Plan**
The Minneapolis board of education has voted to reject an ambitious plan that would have guaranteed parents their first choice among the variety of educational programs offered in the district. **Page 7.**

**High-School Portfolio**
Manny Crisostomo, a photographer for the *Detroit Free Press*, has won a Pulitzer Prize for his coverage of a year in the life of the city's Southwestern High School. **Page 9.**

**Gassing Up in Texas**
Texas educators are concerned about the financial consequences of proposed legislation requiring school districts gradually to switch to buses powered by natural gas. **Page 10.**

**Anti-Drug Commitment**
Secretary of Education Lauro F. Cavazos last week promised to make an additional $2 million in discretionary funds to expand and enhance school efforts against drug abuse. **Page 14.**

**A Special-Needs Merger?**
The Education Department last week urged the Congress to combine programs for the nation's 5,400 deaf-blind children with those serving other severely handicapped youths. **Page 15.**

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# ACROSS THE NATION

## NATIONAL

### Pediatrics Group Opposes Involuntary Drug Testing

"Older" adolescents with no history of drug problems should not be required to undergo drug tests before participating in athletics and other school activities, according to the American Academy of Pediatrics.

In a statement on adolescent drug testing, the group also opposes making student athletes the focus of involuntary screening efforts.

"If the primary purpose of drug screening was health promotion, there would be little reason for singling out student athletes, as the use of illicit drugs, alcohol, and tobacco are prevalent throughout the adolescent population," the statement argues.

Although "voluntary" screening programs are acceptable, the group says, they are unlikely to detect many drug abusers and can assume a coercive aspect.

Parental permission may be sufficient for the involuntary screening of younger students and older adolescents who are at high risk of substance abuse, the association maintains. The statement does not specify at what age students should be considered older adolescents.

■ **The Maxwell Communication Corporation, a British publishing firm, has purchased Jossey-Bass Inc.** for $8 million in cash.

Maxwell bought Macmillan Inc., a leading U.S. textbook publisher, late last year.

The San Francisco-based Jossey-Bass specializes in titles in public administration and business and management, as well as books for education professionals. The sale of the company is not expected to affect its plans to expand its list of books, quarterly series, and audiotapes, according to Steven Piersanti, who will serve as president and chief executive officer of the company.

## STATES

### Massachusetts Officials Warn Boston on Voc.-Ed. Failings

The Massachusetts education department has given the Boston school district one year to improve vocational-education programs or lose state approval.

Withdrawal of state backing would strip the district of authority to operate such courses.

A report by a 67-member evaluation team said that 21 of the 31 vocational programs offered in the district did not fully meet state regulations on safety and educational quality.

Boston school officials have given vocational education a "second-class status" that has contributed to declining enrollments, low staff morale, and uneven instructional standards, the report maintained.

"This is not only to relay our displeasure but also to give them notice," said David Cronin, associate commissioner for the state's occupational-education division. "Unless the programs are improved, they will no longer be approved by the state."

Without state approval, a local district is legally prohibited from running vocational-education classes and cannot receive state reimbursements for them.

If the district is barred from running such programs, the 600 students currently in vocational-training classes in Boston schools would have to transfer to other communities.

■ **Pennsylvania school officials must develop a plan for providing handicapped students in two eastern counties with classroom facilities that are "comparable in quality" to those of their nonhandicapped peers,** a federal district court has ruled.

The case involved special-education programs in 14 school districts in Carbon and Lehigh counties.

There were "significant disparities" between the districts' regular classrooms and those for handicapped students in "size, sanitation, noise levels, furniture, and ventilation," Judge Daniel H. Huyett 3rd found. Special-education classes frequently were shuffled among districts, forcing students to travel long distances, he noted.

"Educational programs for handicapped children compete for space and money with programs for nonhandicapped students," the judge wrote, adding that students with disabilities "have for too long been the losers in this competition."

State education officials were not expected to contest the ruling.

■ **Educators who administer corporal punishment resulting in severe bruising can be classified as child abusers,** a Florida appellate court has ruled.

The First District Court of Appeal turned down a plea by two educators who had sought to have their names expunged from the state's child-abuse registry after paddling children for disciplinary infractions.

The paddlings—administered in two separate incidents by a dean and a principal—resulted in "extensive" bruising that lasted about a week, according to court records.

Although the punishments were inflicted in accordance with state law and with parental consent, the Department of Health and Rehabilitative Services was justified in classifying them as abuse because of the extent and duration of the bruises, Judge J. Klein Wigginton wrote for the majority.

In a dissent, Judge Ford L. Thompson argued that the punishment did not constitute "excess force." The department should seek legislation to prohibit corporal punishment, he maintained, instead of adopting an "unwritten arbitrary and capricious policy" to limit its use.

### *'Mrs. Bic' Is Teaching's Tops*

Mary V. Bicouvaris speaks to students in her Hampton, Va., high school.

Mary V. Bicouvaris, named last week as the 1989 Teacher of the Year, was feted in a series of Washington appearances at which she quickly became known as "Mrs. Bic," a nickname used by her affectionate students.

Ms. Bicouvaris, 49, who teaches government and international relations at Bethel High School in Hampton, Va., was born in Greece. She came to the United States in 1960 and has taught at Bethel for 24 years.

"Her secret is in using the real world for her classroom," President Bush said at a Rose Garden ceremony honoring Ms. Bicouvaris. First Lady Barbara Bush presented her with a crystal apple.

During the 1988 Presidential campaign, Ms. Bicouvaris's students were given extra credit for working for the candidates of their choice. The founder and sponsor of Bethel's Model United Nations program, the new Teacher of the Year has taken her students to city council meetings and embassies, and frequently stages mock elections and political debates.

"I tell my students that I will haunt you when the day comes and you're eligible and do not vote," Ms. Bicouvaris said at her first press conference. "I want them to claim a place in this country."

The National Teacher of the Year contest is sponsored by the Council of Chief State School Officers, the Encyclopaedia Britannica Companies, and Good Housekeeping magazine. —A.B.

## DISTRICTS

### N.J. Board Hit by Safety Charges In Wake of Fatal Building Collapse

The Willingboro, N.J., school board has been charged with safety violations as the result of a state investigation into a building collapse that killed one worker and injured five others.

The New Jersey labor department concluded that the board ignored three provisions of the state safety code when officials ordered a maintenance crew to tear down a building on school grounds.

The collapse of the structure on March 13 caused the death of David Cartier, 46, an 18-year employee of the district.

Officials failed to warn employees of potential hazards, did not conduct the required engineering survey to determine the possibility of a building collapse, and allowed support beams to be removed from the side of the building before the roof was removed, the state report alleged.

The state agency ordered the district to submit by the end of the month a plan for future demolition projects.

Elmer Corda, president of the board, said investigators had not yet determined who ordered the maintenance crew to begin demolition.

But Superintendent Peter J. Romanoli said the board made the decision without his approval while he was busy elsewhere.

The district will not be penalized by the state unless it does not comply with the order, a department spokesman said.

But state police are investigating whether criminal negligence led to the injuries, which could also result in civil litigation.

■ **Officials of Middlebury College and New York City's DeWitt Clinton High School last week announced the formation of a unique partnership** intended to bolster the graduation and college-attendance rates of the high school's students.

The agreement calls for faculty and alumni of the college, located in Middlebury, Vt., to be involved in lecture and teaching days at DeWitt, and for DeWitt teachers and students to participate in special programs at Middlebury.

The college's admission staff will also conduct a program at Dewitt to help high-school students from throughout the Bronx understand the processes for applying to college and for financial aid.

The partnership is an outgrowth of a seven-year effort by Middlebury to improve its recruitment and retention of minority students, said Ron Nief, chief spokesman for the college.

■ **The Smithfield, R.I., school system must offer special-education services to children at a state-funded home for delinquent and neglected children,** the state supreme court has decided.

The court ruled March 28 that the school district has to provide speech and language therapy to students at the St. Aloysius Home for Boys because the home, which can serve up to 100 youths, is not a "closed" facility. Under state law, school districts are exempted from serving detention homes and other facilities where children are confined to the grounds.

Superintendent David R. Reilly of Smithfield said the ruling could have a "far-reaching" impact on the small suburban district, as well as on other communities where such state-operated group homes are located.

■ **The murder of a 15-year-old student in a Worcester, Mass., high school has prompted public demonstrations of unity by students,** who denounced reports that the incident was caused by tensions between blacks and Hispanics.

Gerome Johnson, a star athlete at Worcester High School, died late last month after being stabbed in the neck. Police have refused to identify the Hispanic student who has been charged with juvenile delinquency by reason of murder in the case.

Although some parents and teachers blamed the attack on longstanding racial tensions at the school, a police investigator said the incident was the result of a personal feud between the two youths.

About 60 students staged a march outside the school on the day after the slaying to demonstrate their solidarity.

■ **A Knoxville, Tenn., television station has developed a commercial-free news program for teenagers.**

Knoxville is also home to Whittle Communications, creator of Channel One, a controversial pilot project that broadcasts news and commercials into high schools.

"We want to get the students interested in news," said Earl Taylor, program director of WKXT-TV said last week.

The weekly feature will provide 15 minutes of world, national, and local news, including a two-minute report produced by a local high-school student. It will be aired in the early-morning hours, so that school officials can videotape it for showing at any time.

■ **Some Detroit and Dallas high-school students could accumulate as much as $2,000 each for college or job training** from a new dropout-prevention program underwritten by Pepsico Inc.

Under "The Pepsi Challenge," which was scheduled to be launched this week, the soft-drink company will provide $500 per semester for "at-risk" students at one school in each city who maintain a C average and an 80 percent attendance rate and graduate in four years.

The company also proposes to pay 50 teachers at each school $1,000 a year to act as mentors for students. As a result, schools that currently have high dropout rates would "almost become magnet schools of sorts," said Rebecca Madeira, spokesman for the firm.

Committees of local school officials, Pepsi employees, and representatives of the Citizen's Scholarship Foundation of America will select the schools for the pilot program.

## DIMENSIONS

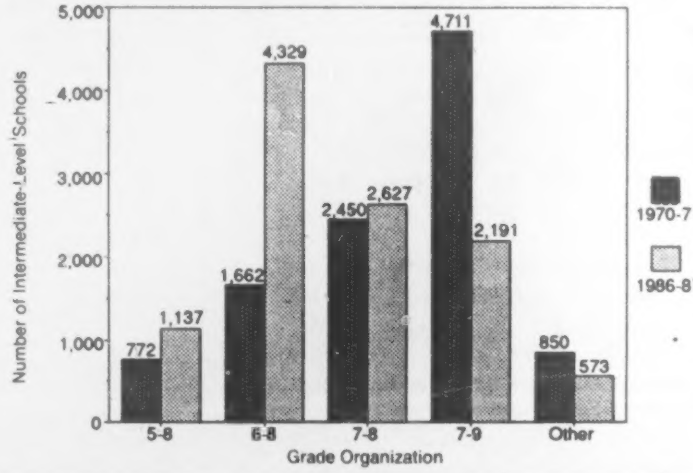
# Junior Highs and Middle Schools

**The number of junior high schools has fallen substantially in the past two decades, while the ranks of middle schools have burgeoned, a new study of the middle-school movement indicates. The once-dominant junior highs, which contain the 7th through 9th grades, declined by 53 percent between the 1970-71 and 1986-87 school years, figures cited in the study show. But the number of middle schools comprising the 6th through 8th grades increased by 160 percent, and those with the 5th through 8th grades increased by 47 percent.**

**The bulk of the study, by William M. Alexander of the University of Florida and C. Kenneth McEwin of Appalachian State University, was based on a 1987 survey of 670 intermediate-level schools of all types of organization. The responses were compared with a similar survey of middle schools conducted by Mr. Alexander in 1968.**

**In addition to changes in grade organization, the researchers found some growth in characteristics they said were desirable in middle-level education, including an interdisciplinary organization, a flexibly scheduled day, teacher-advisory plans, and an emphasis on giving students an opportunity to explore a wide variety of subjects and experiences.**

**Copies of "Earmarks of Schools in the Middle: A Research Report," are available for $3.00 each from Mr. McEwin, Department of Curriculum and Instruction, Appalachian State University, Boone, N.C. 28608.**



## Teaching That Teaches

Bud Kraft/Louisville Courier Journal

**Ron Simon, right, reads to Crecentia Gatsos in the library reading pit at the Mount Tabor School in New Albany, Ind. Teachers at the school have paired 1st graders with learning-disabled 6th graders, who tutor their young charges in reading. The project is aimed at improving the reading skills of both sets of students.**

## PEOPLE

■ A deeply divided Detroit board of education voted 6 to 4 last week to ask **John W. Porter**, a former state superintendent of education in Michigan, to become the district's superintendent.

Mr. Porter, who is currently serving on the staff of the National Board for Professional Teaching Standards, has not decided whether he will accept the post, a spokesman for the Detroit board said.

Mr. Porter has long been the first choice of a slate of reform candidates who were elected to the board last November, but his selection had been held up by opposition from some of the remaining board members.

Arthur Jefferson, the district's current superintendent, announced last fall that he would step down this June if a replacement were found. The board was forced to act on the issue after a state official threatened to withhold approval of a desperately needed loan unless a new superintendent was named by May 1.

■ **James R. Oglesby** was installed last week as president of the National School Boards Association at the group's annual convention in Anaheim, Calif.

Mr. Ogelsby is a member of the Columbia, Mo., school board. He previously has served as president-elect, vice president, and secretary-treasurer of the N.S.B.A.

Also at the convention, the group's delegate assembly voted 89 to 61 in favor of a resolution supporting intradistrict choice plans allowing parents to select which local school their child will attend.

One opponent of the resolution was **Thomas Adams**, head of the school-boards group in Minnesota, which will launch an interdistrict choice plan next fall. Mr. Adams said most districts across the country already allow for an internal choice option.

## UPDATE

■ **The East St. Louis, Ill., board of education has mailed layoff notices to some 900 employees, including more than a third of the district's teachers.**

The layoff notices to 902 of the district's 1,800 employees went out March 30.

The layoff plan was urged by state officials, who have been working with the district to help control its mounting financial problems. *(See Education Week, March 29, 1989.)*

School officials have expressed hope that some of the employees could be recalled before the start of the next school year. The June layoffs will affect 388 teachers and 514 noncertified employees.

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# EDUCATION WEEK

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## N.S.F. Weighing Grants To Assist Systemic Reform

### *Initiatives Would Aid States, Urban Centers*

**By Robert Rothman**

WASHINGTON—Concerned that its current strategies have failed to promote large-scale, lasting improvements in science and mathematics education, the National Science Foundation is considering a new plan to play a "visible and forceful role" in states' and cities' efforts to achieve systemic school reforms.

The proposal is contained in a draft document submitted to top agency officials last week. If approved, it could take effect as early as this year.

Under the plan, the N.S.F. would provide grants to cities or states that are undertaking comprehensive projects to reform all components of schooling, including curricular content, teacher preparation, school structure and governance, and the allocation of time and resources.

Such funds, agency officials noted last week, could also serve as "risk capital" for other districts considering similar reforms.

"Schools, policymakers, and sources of funding have failed to do the job that needs to be done in science and math," said David W. Hornbeck, the former superintendent of education in Maryland, who serves on the advisory committee for the N.S.F.'s science- and engineering-education directorate. "It is imperative that there be new leadership."

"As the premier agency at the federal level in science and math education," Mr. Hornbeck said, "it is entirely appropriate that the N.S.F. provide leadership in this way."

David H. Florio, a program director and policy analyst in the education directorate, said the initiatives would not replace the

*Continued on Page 24*

AP/Wide World

**RADON ALERT: Indicating heightened concern, E.P.A. chief William K. Reilly last week urged all schools to test for the presence of the radioactive gas. Story on page 20.**

**Reform at 5: The Unfinished Agenda**

## In Finance Arena, a New Activism Emerges

### States Pressed on 'Equity'—Amid Complications

**By Nancy Mathis**

Submerged by other education issues for nearly a decade, the equity concerns that fomented a revolution in state spending on public schools are resurfacing across the country in litigation and in vigorous debates over school-finance systems in nearly half the states.

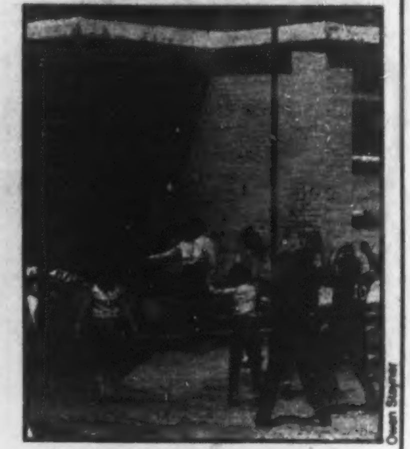
The reasons for the activity vary from state to state. But underlying much of it, school-finance experts say, is the sense that the higher standards and expectations for schools generated by this decade's reform movement have intensified fiscal pressures in many districts—typically those with either little property wealth or concentrations of low-achieving pupils, or both.

In the active states, the questions of what constitutes an equitable distribution system for education funds and how to generate the revenue to support it are being raised anew.

Finance experts note, however, that the revival is taking place in a climate vastly different, both politically and financially, from that of the 1970's, when the issue of school finance was the paramount item on education's agenda.

There are new and powerful competitors—both inside and outside the education community—for state aid, they say, at a time when additional revenue is harder to come by. And the reform era has introduced an important complication—"accountability"—into debates

*Continued on Page 8*



Owen Stayner

**School in West Virginia, where litigation over inequities continues.**

## Supreme Court Ruling on Pensions May Cost States Billions of Dollars

**By Nancy Mathis**

WASHINGTON—A recent U.S. Supreme Court decision requiring states to tax federal and state retirees' pensions equally could potentially drain billions of dollars from the treasuries of 23 states.

Officials in the affected states said the ruling's implications for education are enormous, threatening not only state budgets for public schools but also the benefits of retired teachers and school employees.

"This is one of the most significant rulings by the Supreme Court affecting state finances in recent years," said Gerald H. Miller, executive director of the National Association of State Budget Officers. "It's going to be a difficult issue for a number of states."

In a decision that caught many state officials off guard, the Court on March 28 struck down a Michigan law that exempted state and local employees from paying state income tax on their retirement benefits, while requiring federal workers to pay the tax.

The Court's 8-to-1 decision in *Davis* v. *Michigan Department of Treasury* (Case No. 87-1020), however, left it up to the states with similar laws to decide whether to apply the tax to all state and federal retirees or to exempt all of them from it.

According to a survey by the Federation of Tax Administrators, 19 states—Alabama, Arizona, Georgia, Iowa, Kentucky, Louisiana, Michigan, Mississippi, Missouri, Montana, New Mexico, New York, North

*Continued on Page 18*

## Study of Nontraditional Routes to Teaching Finds Ranks Boosted, Questions on Quality

**By Lynn Olson**

A new breed of postgraduate training programs is helping make a dent in the shortage of mathematics and science teachers by attracting more minorities, recent college graduates, and career switchers to teaching, a national study has found.

But the study by the RAND Corporation cautions that the perceived quality of such programs varies widely, with alternative-certification programs receiving the lowest ratings from participants.

"Programs that severely truncate coursework and place candidates in teaching positions without adequate preparation or supervision are less well-rated by recruits," the authors warn.

"Unfortunately," they add, "these include the alternative-certification programs that, in our sample, trained a sizable number of new entrants to teaching."

According to the study, the nation will need about 20,000 new math and science teachers each year during the next decade. Traditional teacher-training programs, which focus on the undergraduate years, will supply less than half that number by 1992.

The 64 nontraditional programs surveyed by the study enrolled over 2,000 candidates, or about 10 percent of those needed. Thus, they could make a significant contribution to easing the teacher shortage.

These programs include standard graduate-level programs of one or two years' duration; alternative-certification pro-

*Continued on Page 26*

## Chicago's Principals Fight Loss of Tenure In Reform-Law Suit

**By William Snider**

Saying they "don't have much to lose," a group of Chicago principals last week filed a lawsuit challenging two key provisions of a new state law giving parents unprecedented power to influence the governance of the city's schools.

The suit seeks to block a provision under which principals would lose their tenure rights and become subject to four-year contracts negotiated by parent-led councils at each school.

It also challenges the process by which a new board of education will be selected under the law, charging that the procedure will give undue influence to parents at the expense of taxpayers citywide.

The suit, filed in Cook County Circuit Court, names state and local officials as defendants and seeks an injunction to block implementation of the entire reform law

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## Also in the news

**5** **Jobs Versus School**
In moderate amounts, work hours do not affect students' test scores, a new study finds.

**12** **Special-Education Deficit**
Pennsylvania school districts are reeling from the effects of a $48-million shortfall in the area.

**20** **On Tuition Tax Credits**
President Bush has assured evangelical Christian leaders that he still favors the idea.

## IN SUMMARY

**Catholic-School Tuition Changes**
The Roman Catholic Archdiocese of Baltimore has announced plans to institute a policy of need-based assistance that would require full tuition from families who can afford to pay. **Page 4.**

**Business Critiques the Schools**
A majority of corporate leaders responding to a recent survey see the public schools as seriously flawed, and report that their companies are hampered by educational problems. **Page 5.**

**Redesigning Early Education**
Elementary-school principals are working on a "new design" for the schooling of 4- to 8-year olds that will emphasize allowing children to learn at their own pace. **Page 6.**

**Home-Education Confrontation**
The Iowa House last week passed legislation that members called their final offer in a long debate over home schools and church-affiliated facilities that employ uncertified teachers. **Page 12.**

**All-Oklahoma Teachers' Strike?**
The Oklahoma Education Association is threatening to stage its first statewide strike next fall if the legislature fails to take substantial steps to increase school funding. **Page 15.**

**Gauging Radon's Dangers**
The head of the U.S. Environmental Protection Agency last week urged schools to act quickly to counter the significant threat to children posed by elevated radon levels in schools. **Page 20.**

**Education Prospers in Budget**
The Senate Budget Committee last week approved a spending plan for 1990 that would bestow one of its most generous increases on education and related social programs. **Page 20.**

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# ACROSS THE NATION

## STATES

### California Schools Shortchanged On Lottery Prizes, Audit Finds

The California Lottery is shortchanging education by diverting some unclaimed prizes back into jackpots instead of turning them over to the public schools, the state controller has charged.

Controller Gray Davis found in an audit that $5.9 million in unclaimed winnings should have been given to education, as the 1984 lottery law requires.

"What the Lottery did last year was illegal," Mr. Davis said this month at a press conference held with school and union officials. "The law states very clearly that all unclaimed prizes go to education."

The funds were from $5 winning tickets, which normally are redeemed by the retail outlets that sold them.

Lottery officials contend that the law requires only that the schools receive funds from unredeemed winning tickets for larger prizes, which are distributed directly by the lottery commission. They have asked the state attorney general for a ruling to clarify the issue.

The controller's office estimates that public education would lose $18 million this fiscal year and $140 million over the next five years if the practice continues. Mr. Davis has vowed to go to court if necessary to force the commission to turn over the funds.

■ **State aid to West Virginia schools should be allocated according to students' needs, rather than on a straight per-pupil basis,** a task force on rural schools has recommended.

The panel argued in a report last month that the 25 least-populated counties are penalized by the current funding formula, which does not take into account the extra expenses associated with operating a system in a thinly settled area, such as higher transportation costs, as well as rural areas' above-average percentage of students with special needs.

The Special Task Force on Rural School Districts also found that the counties, which enroll 20 percent of the state's students, were the targets of 28 percent of the budget cuts imposed last year.

■ **California mental-health officials are trying to prevent distribution of a controversial state-funded film on teenage suicide.**

Officials had decided against using the $237,000 film in 1986, after medical studies suggested that news reports and movies about suicides might encourage some youths to kill themselves, according to Dean R. Owen, a spokesman for the mental-health department.

Experts who reviewed "Give Yourself a Chance" were particularly concerned about a scene in which a young man tries to hang himself, Mr. Owen said last week.

Department officials now want to acquire the master copy of the film in order to prevent any independent distribution. But the producer, Jerry Naylor, has resisted, arguing that the state's efforts amount to censorship.

■ **The Ohio board of education has voted to create an advisory commission on reform of the mathematics and science curriculum.**

The panel will seek testimony from employers on their needs for a mathematically and scientifically literate work force, and consider ways to hasten the implementation of needed changes in the schools, officials explained last week.

Board members said they were spurred to act by several recent reports that found low levels of science and mathematics proficiency among students.

## DISTRICTS

### Long Beach Agrees To Cosponsor School After Other Districts Balk

California State University at Dominguez Hills and the Long Beach school district are going ahead with plans to develop a regional mathematics and science high school, after Los Angeles and another local district refused to participate.

The university had asked the Los Angeles school system to cosponsor a bid for $400,000 in state funds for a study to determine whether such a school would be feasible.

But the district backed out of the project after officials from nearby Compton, which houses the university, objected to the proposed school. Compton officials said they feared it would drain away top talent from their district.

Faced with an April 13 deadline to apply for the state grant, university officials contacted Long Beach, the region's second-largest district, which agreed to cosponsor the proposal.

Under the agreement, the school—which could open in the fall of 1990—would be jointly run by the university and the district. The local school system would control the curriculum, according to Yolanda Moses, the university's vice president for academic affairs.

Ms. Moses also denied that the new school would take away any district's "crème de la crème." It would be open to students from any high school in the Los Angeles area, she noted, and probably would draw only two or three students from each school.

■ **The Chicago school system's $145-million plan to repair and renovate 113 schools violates a federal desegregation order,** a Hispanic civil-rights group has charged.

The Mexican American Legal Defense and Educational Fund contends that the school-improvement plan fails to address overcrowded conditions in some of the city's predominantly Hispanic neighborhoods.

The 1980 desegregation decree required officials to ease severe overcrowding in 56 Chicago schools with largely Hispanic populations. Only eight of those schools are targeted in the new plan, according to MALDEF.

But Robert Saigh, a spokesman for the school district, said last week that the group's charges were "totally uninformed."

The plan is the result of a separate court order to bring the city's school buildings into compliance with local fire and building codes, according to Mr. Saigh. School officials have been working to ease overcrowding in other ways, including capping enrollments, adjusting district boundaries, and building new facilities, he said.

■ **The Detroit board of education will again ask voters to approve a $160-million bond issue to eliminate the district's accumulated operating deficit.**

In a special election to be held June 13, voters will also consider a proposed 8-mill increase in property taxes to prevent future deficits.

Voters rejected a similar bond issue and a 6-mill property-tax increase in November, at the same time they ousted three board members in favor of a slate of reform candidates.

The decision by the board this month to seek the levy increase is a reversal of its earlier stance. City teachers, who have been working without a contract since September, have told the board they would not exercise their right to binding arbitration if the board sought the revenue increase.

Board members are hoping that the change in the panel's composition will help convince voters to support the bond issue and new levy request.

■ **Public anger over plans to pay the superintendent of the Raleigh County, W.Va., school system a salary of up to $100,000 has forced the candidate for**

School District of Philadelphia

MOBILIZING AGAINST DRUGS—The Philadelphia school system last week focused its annual "instructional review" day on anti-drug initiatives. Parents, educators, and other citizens met at some 200 schools across the city to discuss current substance-abuse curricula and consider joint efforts to combat the problem.

# LEGISLATIVE UPDATE

*The following are summaries of final action by legislatures on education-related matters.*

## MARYLAND

**Governor:**
William Donald Schaefer (D)
**FY 1990 state budget:**
$10.9 billion
**FY 1990 K-12 budget:**
$1.67 billion
**FY 1989 K-12 budget:**
$1.56 billion
**Percent change K-12 budget:**
+7 percent

### Highlights

- Passed legislation backed by governor increasing membership of state board of education from 9 to 11, shortening members' terms of office.

Gov. William Donald Schaefer

- Earmarked $93 million for school construction and renovation projects, $33 million above amount sought by governor; $5.5 million for programs for at-risk children; $500,000 for summer institutes for math and science teachers.
- Killed in committee a bill that would have established a professional-standards board for teachers.
- Defeated bills to: require high-school students to maintain a C average to remain eligible for sports; create $200,00 pilot program to increase parental involvement in schools.

## WEST VIRGINIA

**Governor:**
Gaston Caperton (D)
**FY 1990 state budget:**
$1.7 billion
**FY 1990 K-12 budget:**
$924.5 million
**FY 1989 K-12 budget:**
$781.9 million
**Percent change K-12 budget:**
+18 percent

### Highlights

- Placed constitutional amendment on Sept. 9 ballot to reconstitute state board of education. Would allow governor to appoint board's members, create Cabinet-level post of secretary of education and the arts.

Gov. Gaston Caperton

- Consolidation of 150 state agencies into 7 departments freed funds to provide 5 percent pay raise for school, state employees.
- $142-million increase in state school aid includes $108 million to rescue teacher-pension fund from insolvency. Governor appointed task force to devise long-term solution.
- Appropriated $7 million to place computers in all 1st-grade classrooms for basic-skills instruction.

## DATABANK

# U.S. Aid for Selected Education Programs

*A new report by the Census Bureau provides a state-by-state listing of grants by the U.S. Education Department for fiscal year 1988. Such aid, which went to states and localities, totaled some $9.3 billion for the programs below. Information on purchasing the report, "Federal Expenditures by State for Fiscal Year 1988," is available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.*

| State and Territory | Office of Elementary and Secondary Education | | | | Educational Research and Improvement for Libraries | Bilingual Education and Minority Language Affairs | Office of Special Ed. and Rehabilitative Services | | Office of Vocational and Adult Education |
|---|---|---|---|---|---|---|---|---|---|
| | Compensatory Education for Disadvantaged | School-Improvement Programs | School Assistance in Federally Affected Areas | Indian Education | | | Rehabilitation Services and Handicapped Research | Education for the Handicapped | |
| | | | | | *(in thousands)* | | | | |
| **Alabama** | $74,756 | $5,987 | $5,113 | $73 | $1,630 | $1,506 | $36,393 | $25,720 | $35,273 |
| **Alaska** | 13,437 | 2,120 | 79,685 | 1,511 | 417 | 780 | 12,558 | 1,902 | 5,894 |
| **Arizona** | 42,099 | 3,841 | 62,556 | 1,670 | 1,606 | 4,759 | 33,722 | 27,455 | 8,486 |
| **Arkansas** | 48,283 | 4,583 | 3,028 | 16 | 1,035 | 342 | 33,318 | [illegible] | 12,598 |
| **California** | 435,092 | 27,765 | 69,869 | 2,070 | 7,858 | 21,463 | 76,874 | 94,907 | 61,517 |
| **Colorado** | 38,521 | 1,735 | 14,529 | 94 | 1,089 | 2,336 | 19,618 | 18,426 | 16,210 |
| **Connecticut** | 44,239 | 5,703 | 7,611 | 24 | 918 | 1,144 | 20,522 | 24,001 | 20,855 |
| **Delaware** | 13,433 | 7,180 | 91 | — | 549 | 10 | 12,863 | 4,146 | 6,889 |
| **District of Columbia** | 18,983 | 4,136 | 1,215 | — | 954 | 1,352 | 15,029 | 35,242 | 10,551 |
| **Florida** | 179,089 | 4,595 | 13,740 | 110 | 1,502 | 4,224 | 32,768 | 36,461 | 27,682 |
| **Georgia** | 99,787 | 8,099 | 8,391 | — | 7,763 | 1,437 | 35,038 | 36,527 | 27,834 |
| **Hawaii** | 11,518 | 4,179 | 12,321 | — | 622 | 897 | 14,688 | 2,768 | 8,828 |
| **Idaho** | 13,646 | 2,086 | 4,994 | 209 | 673 | 320 | 14,565 | 5,436 | 8,613 |
| **Illinois**[2] | 168,709 | 17,442 | 12,310 | 92 | 7,817 | 3,003 | 37,305 | 58,976 | 60,485 |
| **Indiana** | 60,287 | 15,810 | 2,856 | — | 2,102 | 3,257 | 20,135 | 47,751 | 21,676 |
| **Iowa** | 30,698 | 8,459 | 1,265 | 42 | 1,778 | 646 | 18,172 | 22,759 | 18,684 |
| **Kansas** | 29,008 | 2,805 | 11,919 | 95 | 632 | 94 | 17,942 | 17,843 | 14,386 |
| **Kentucky**[3] | 67,371 | 2,412 | 1,463 | — | 416 | 191 | 40,797 | 26,158 | 45,944 |
| **Louisiana** | 94,024 | 2,264 | 6,435 | 170 | 900 | 1,394 | 44,555 | 25,077 | 15,983 |
| **Maine** | 20,549 | 6,540 | 4,031 | 33 | 706 | 612 | 3,230 | 7,131 | 9,574 |
| **Maryland** | 64,170 | 8,336 | 10,030 | 390 | 3,442 | 2,587 | 36,402 | 30,414 | 30,599 |
| **Massachusetts** | 99,715 | 14,875 | 7,962 | 43 | 3,543 | 2,902 | 14,700 | 40,985 | 37,062 |
| **Michigan** | 155,392 | 17,153 | 7,450 | 1,979 | 2,732 | 5,563 | 30,476 | 64,170 | 50,052 |
| **Minnesota** | 45,376 | 8,456 | 4,509 | 1,165 | 1,449 | 1,195 | 25,415 | 35,915 | 28,869 |
| **Mississippi** | 69,648 | 4,431 | 5,172 | — | 824 | 453 | 40,064 | 19,290 | 19,200 |
| **Missouri** | 60,211 | 2,708 | 8,617 | 14 | 2,059 | 240 | 31,440 | 31,699 | 29,684 |
| **Montana** | 12,224 | 4,366 | 26,076 | 1,256 | 650 | 2,143 | 13,180 | 2,700 | 5,655 |
| **Nebraska** | 18,570 | 3,984 | 14,812 | 113 | 705 | 234 | 14,033 | 6,312 | 5,922 |
| **Nevada** | 8,192 | 852 | 3,638 | 107 | 397 | 188 | 12,623 | 3,425 | 5,185 |
| **New Hampshire** | 9,365 | 7,887 | 2,388 | — | 441 | — | 13,169 | 3,138 | 6,187 |
| **New Jersey** | 125,453 | 17,189 | 15,639 | — | 3,209 | 2,413 | 37,966 | 56,986 | 39,988 |
| **New Mexico** | 28,019 | 2,254 | 39,800 | 1,132 | 590 | 6,170 | 13,594 | 712 | 13,810 |
| **New York** | 426,730 | 23,524 | 14,523 | 636 | 4,706 | 24,138 | 81,420 | 68,939 | 67,155 |
| **North Carolina** | 89,699 | 2,334 | 8,621 | 781 | 3,130 | 547 | 32,518 | 42,714 | 41,672 |
| **North Dakota** | 8,927 | 3,728 | 13,347 | 258 | 57 | 1,029 | 12,008 | 2,517 | 6,149 |
| **Ohio** | 135,247 | 10,817 | 5,488 | 66 | 3,410 | 626 | 46,774 | 56,033 | 64,134 |
| **Oklahoma** | 39,360 | 4,727 | 27,199 | 1,989 | 722 | 2,769 | 38,078 | 23,678 | 21,311 |
| **Oregon** | 40,737 | 6,514 | 3,109 | 189 | 1,035 | 1,033 | 16,810 | 16,753 | 13,541 |
| **Pennsylvania** | 197,619 | 20,380 | 5,296 | — | 3,131 | 1,410 | 50,794 | 57,061 | 68,946 |
| **Rhode Island** | 14,493 | 5,491 | 257 | — | 774 | 1,074 | 7,791 | 5,352 | 5,534 |
| **South Carolina** | 57,566 | 960 | 6,049 | 528 | 1,076 | 1,449 | 34,295 | 13,067 | 28,147 |
| **South Dakota** | 10,616 | 3,174 | 29,852 | — | 710 | 1,409 | 14,350 | 3,083 | 3,766 |
| **Tennessee** | 77,475 | 8,413 | 2,832 | 36 | 1,043 | 1,016 | 15,239 | 32,397 | 22,839 |
| **Texas** | 287,619 | 23,488 | 31,085 | 145 | 3,967 | 11,733 | 63,844 | 73,019 | 59,956 |
| **Utah** | 13,799 | 2,727 | 7,885 | 18 | 92 | 1,284 | 13,858 | 11,149 | 10,014 |
| **Vermont** | 10,526 | 3,671 | 148 | — | 958 | 702 | 9,296 | 4,056 | 3,892 |
| **Virginia** | 73,442 | 9,608 | 30,890 | 423 | 1,147 | 1,653 | 29,836 | 34,894 | 39,089 |
| **Washington** | 56,295 | 2,498 | 20,864 | 16 | 758 | 2,136 | 17,010 | 24,179 | 20,130 |
| **West Virginia** | 34,429 | 6,261 | 189 | — | 966 | — | 11,539 | 9,509 | 16,762 |
| **Wisconsin** | 57,058 | 2,865 | 5,853 | — | 3,308 | 713 | 34,389 | 26,544 | 30,277 |
| **Wyoming** | 5,948 | 1,701 | 7,317 | — | 387 | 247 | 12,615 | 2,367 | 2,978 |
| **American Samoa** | 1,049 | 486 | — | — | — | — | — | 585 | 927 |
| **Guam** | 2,197 | 1,030 | 2,568 | — | 465 | — | 12,773 | 1,275 | 742 |
| **Northern Marianas** | 1,052 | 1,463 | — | — | 39 | — | — | 390 | 3,710 |
| **Puerto Rico** | 120,799 | 5,844 | 822 | — | 947 | 1,078 | 11,541 | 2,624 | 18,816 |
| **Virgin Islands** | 3,960 | 1,147 | — | — | 105 | 81 | 11,803 | 1,703 | 579 |
| **Undistributed** | 27,823 | 555 | — | — | 10 | 213 | 5,298 | — | 4 |
| **United States total** | $4,015,909 | $383,514 | $683,529 | $17,587 | $94,173 | $130,174 | $1,408,844 | $1,354,523 | $1,261,076 |

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[1] Totals for compensatory-education programs are estimates.

[2] Illinois received an additional $39,000 in grants for other education programs.

[3] Kentucky received an additional $5.25 million in grants for other education programs.

## NEWS IN BRIEF

### Wisconsin Voters Defeat Property-Tax Change

Wisconsin voters appear to have narrowly defeated a constitutional amendment that would have paved the way for a controversial plan to place drastic limits on property taxes.

Known as the "3 percent solution," the plan would have held property taxes to 3 percent of a family's household income. Businesses, families with incomes higher than $83,000, and nonresidents would not have been affected by the proposal.

The plan's proponents estimated that it would have resulted in a loss of $400 million annually in tax revenue for schools and local governments—an amount that they hoped to replace with state funds.

The plan's enactment hinged on passage April 4 of a referendum to strike the "tax uniformity" clause from the state constitution. The clause requires that all property in the state be taxed at an equal rate.

The ballot question was defeated by a vote of 406,154 to 405,504, according to Representative Joseph Wineke, a Democrat from Verona who developed the plan.

Mr. Wineke said election officials are recounting ballots and that final results of the referendum will be available by May 15.

### Iowa Lawmakers Approve Corporal-Punishment Ban

The Iowa legislature has approved a measure to ban corporal punishment in all schools statewide.

Sponsored by Senator Joy Corning, a Cedar Falls Republican, the ban would apply to all public and private elementary and secondary schools. It would allow teachers to use "reasonable and necessary" force only in self-defense, to protect others, or to quell a disturbance.

The measure now goes to Gov. Terry Branstad, who has not publicly indicated whether he will sign it into law.

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# EDUCATION WEEK

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## Teachers' Union In Los Angeles Poised To Strike

### *Walkout Set for May 30 If Contract Talks Fail*

**By Lynn Olson**

Teachers in Los Angeles have voted overwhelmingly to strike the nation's second-largest school system at the end of this month if a contract is not reached by May 29.

Nearly 87 percent of the more than 20,000 members of United Teachers of Los Angeles who cast ballots chose to reject the district's latest offer and authorize the May 30th walkout, tallies showed last week.

The vote marks the latest escalation in an increasingly polarized and bitter contract dispute that has been going on for more than a year.

Bargainers on both sides of the table, including the school-board president, Roberta L. Weintraub, now predict that a strike is inevitable.

As tensions continue to mount, many are asking what went wrong in this sprawling urban school district and how they can put the system back on track after what one person describes as a "year on hold."

Citizens throughout Los Angeles are "increasingly concerned over the polarization that has developed between the two sides," said John W. Mack, president of the Los Angeles Urban League.

Both parties "are now engaging in an excessive amount of posturing," he contended, "and as a result, the negotiations process has completely disintegrated."

Although salaries remain a crucial sticking point, money has also become a "symbol" for a much larger set of issues, observ-

*Continued on Page 24*

## A 'Top-Down' Superintendent

### Atlanta's J. Jerome Harris Pushes Leader's Role

**By William Snider**

ATLANTA—When the board of education here hired J. Jerome Harris last summer to be the city's first new superintendent in 15 years, they recognized they had chosen a strong leader and zealous advocate for children.

But they may not have been fully prepared for how quickly he would move to shake up the system. As several board members and administrators put it, "We may have gotten more than we bargained for."

At a time when many urban districts are turning to a "bottom-up" approach to school reform, Mr. Harris has set out to prove that top-down leadership can spark badly needed improvements in a major city school system.

*Continued on Page 26*

SCIENCE IN THE NEWS

Atlanta Public Schools

Harris visiting a district classroom.

## The Toxic Quandary: How To React On 'Every Hazard Known to Man'

**By Ellen Flax and Peter Schmidt**

For some school officials, the Environmental Protection Agency's recent recommendations that they inspect all buildings for possibly high levels of radon gas and lead in drinking water were eerily reminiscent of the asbestos problem.

NEWS ANALYSIS

As with asbestos, they were told that the two substances were nationally prevalent health hazards and that testing programs for them should be instituted as soon as possible.

But, in a further parallel to the decade-long asbestos dilemma, schools were once again, the officials say, given a new responsibility with neither the resources nor the training to handle it.

"We're being held responsible for every health hazard known to mankind," said Gwendolyn Gregory, the deputy legal counsel for the National School Boards Association.

Although federal law does not now require schools to test for radon or lead, the E.P.A.'s highly publicized recommendations last month have put school officials on the hot seat, many say.

*Continued on Page 23*

## Court Lets Stand Integration Plan For Kansas City

### *Agrees Only To Review Property-Tax Increase*

**By Tom Mirga**

WASHINGTON—The U.S. Supreme Court last week effectively ensured that a multimillion-dollar school-desegregation effort in Kansas City, Mo., will continue as planned.

Without comment, the Court rejected the state of Missouri's request that it examine whether lower courts overstepped their bounds by ordering a wide range of educational and capital improvements in the school district, including the creation of the nation's most extensive magnet-school program. The state was directed to pay most of the improvements' costs, which are expected to exceed $1 billion by 1999.

The Justices did tentatively agree to review the constitutionality of a court-ordered property-tax increase in Kansas City to fund the city's share of those efforts.

But according to the lawyer for the black schoolchildren who some 12 years ago filed the suit, *Missouri* v. *Jenkins* (Case No. 88-1150), even if the Justices strike down the Kansas City tax increase, the programs will continue because other court orders will force the state to shoulder the entire financial burden for the desegregation effort.

"Either way we win," said the lawyer, Arthur A. Benson 2nd. "We couldn't be more happy."

Michael J. Fields, an assistant state attorney general, reluctantly agreed with Mr. Benson's assessment.

"It's called a double-edged sword," Mr.

*Continued on Page 20*

## *Mother Nature as Teacher's Aide: An Environment for the 'Basics'*

**By Peter Schmidt**

When engineers took steps to control water runoff from the construction site for Sumter High School in Sumter, S.C., what happened downhill was an accident of nature.

Water from a creek began to rise behind a dam they had reinforced, causing a two-acre swamp to double in size and flow into the surrounding woods.

Sumter District 17 then found itself in a quandary that is all too common to growing school systems: Its building needs were having an adverse impact on the environment, and some action had to be taken.

Unlike many other districts, however, Sumter 17 did not simply drain or fill the swamp. Instead, it developed an outdoor learning center—a 40-acre facility that will soon be offered as a national model for how schools can go beyond environmental education, to make the environment itself an integral part of the curriculum.

Teachers use the Sumter High School Environmental Center for instruction in all subjects, not just science. With its landscape poeticized in English classes, measured in mathematics, and dissected in biology, the center has become a living reminder, officials say, that educators can get back to nature without leaving behind instruction in basic skills and subjects.

The developments at Sumter High represent an emerging trend, experts say, as schools look for ways to reconcile their desire to preserve and put nature to greater use with the pressure to focus on core subject matter.

"The real approach with environmental education today is towards the infusion of en-

*Continued on Page 8*

## Also in the news

**City-School Covenant**
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**Spec.-Ed. Appointees**
The President picks a "balanced team" that includes a deaf educator.
**15**

## New Vocational Plan Set for House Vote, With Oversight Curb

**By Reagan Walker**

WASHINGTON—The House Education and Labor Committee last week gave unanimous approval to legislation making major changes in the way the federal government distributes funds to vocational-education programs.

And in a signal on a longstanding point of friction with the executive branch, the lawmakers included a provision that would rein in the Office of Management and Budget's oversight role in vocational research and evaluation activities.

The new funding method would replace existing set-asides for special populations at the state level with a formula focusing funds on local school districts with high concentrations of disadvantaged and handicapped students. *(See Education W*
*April 19, 1989.)*

*Contin*

## IN SUMMARY

**Special Education's 'Mixed Bag'**
A new report documents a high rate of productive activity by handicapped youths, but some special educators still see "wasted potential" among graduates of their programs. **Page 6.**

**Reorganizing in Birmingham**
Cleveland Hammonds Jr., chief of the Birmingham, Ala., schools, has proposed a reorganization plan under which 12 schools would be closed, 6 others consolidated, and the rest restructured. **Page 6.**

**S.A.T.: A Male Advantage?**
Continuing the long debate over alleged sexual bias in college-entrance tests, a new study argues that questions on the Scholastic Aptitude Test are more likely to favor males than females. **Page 7.**

**Philadelphia's $8-Million Boost**
The city's school system has received what is thought to be a record grant from The Pew Charitable Trusts to restructure all of the district's neighborhood high schools. **Page 7.**

**Exempting Pensions in Virginia**
Spurred by a recent U.S. Supreme Court decision, the Virginia legislature last week voted to extend state income-tax exemptions to all retirees with incomes below $16,000 a year. **Page 10.**

**Special Session in Washington**
The Washington State legislature began a special session last week, after failing to reach agreement on budget issues, including a proposed $360-million Children's Initiative. **Page 10.**

**Budget Action Heats Up**
The House last week rejected cuts in this year's spending for defense and domestic programs, while the Budget Committee approved spending guidelines for next year that favor education. **Page 14.**

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# ACROSS THE NATION

## STATES

### Minnesota Officials Approve St. Paul-Suburb Desegregation Plan

The Minnesota Department of Education has approved a proposal that could lead to an interdistrict desegregation agreement between St. Paul and neighboring suburban districts.

Ruth Randall, the state commissioner of education, last month accepted an amendment to St. Paul's current desegregation plan that calls for the district to begin negotiations with suburban districts aiming toward metropolitan desegregation.

The amendment also calls for development of a staff-training program to help metropolitan districts prepare to meet the needs of a culturally diverse student population.

The proposed initiative can go forward only if the legislature funds it and suburban districts agree to participate, state and local officials noted.

■ **Seven Mississippi counties next month will hold school-board elections that are expected to result in an increase in black representation,** under an agreement worked out between state officials and the U.S. Justice Department.

The agreement, signed last month, stems from a Justice Department lawsuit charging that school-board districts in 30 of the state's counties were drawn in violation of the Voting Rights Act.

By last year, 22 of the districts challenged in the suit had redrawn their boundaries, and all but one of those had held elections.

The elections permitted by the most recent agreement are scheduled for June 20.

■ **Many smaller Minnesota high schools would be required to offer additional courses in mathematics, foreign languages, and other subjects,** under a rule being considered by the state board of education.

The rule, which the board is expected to vote on in June, is scheduled to go into effect in September 1990. It is aimed at ensuring that all students who graduate from the state's high schools have an opportunity to meet entrance requirements for the University of Minnesota, according to Wayne Erickson, director of curriculum services for the department of education.

"Some small districts offer two years of a foreign language, but to get into the university, they have to have three years," he said. "When students enter the university, they have to take a one-credit foreign-language course for no credit, just to get in. That's unfair."

■ **Children who belong to a religious sect should not be excused from public-school classes on AIDS because the curriculum violates their religious beliefs,** Commissioner of Education Thomas Sobol of New York State has ruled.

Mr. Sobol last month rejected a request by the Plymouth Brethren to exempt their children from state-mandated AIDS classes. The group claimed that such instruction conflicted with their prohibition on sex outside of marriage and belief that children should be taught about sex and morality only by members of their religion.

Plymouth Brethren children will be required to learn about the disease and how it is transmitted, Mr. Sobol decided. But they will be able to opt out of lessons about how to prevent the disease by using condoms or by not sharing intravenous needles.

■ **More needs to be done to head off a potential shortage of school administrators,** a draft report by a Wisconsin task force has recommended.

The task force on leadership, training, and licensure projected that up to 47 percent of superintendents and as many as a third of principals in the state will retire within 10 years.

The panel argued that teachers are reluctant to apply for administrative jobs because of the low salaries in some positions, lack of job security, longer hours, and more stressful work.

Panel members, who will submit their final report to Herbert J. Grover, the state superintendent, favor revisions in the licensing program for administrators, salary incentives for districts that hire women and minorities, and multiyear contracts for entry-level administrators, officials explained last week.

## DISTRICTS

### 'Choice' Plan Adopted in Milwaukee Would Send Some to Private Schools

The Milwaukee school board has approved a limited parental-choice plan, under which about 1,000 public-school students from low-income families would be able to attend private schools at state expense.

Developed as an alternative to a proposal by Gov. Tommy G. Thompson, the district's plan would allow students to attend only those nonsectarian schools in the city with which the school system had contracted for services.

The program, adopted last month, would be financed with state funds already provided to the district for voluntary integration efforts. Private schools would receive 80 percent of the money, with the remaining funds going to the district for administration and transportation.

Douglas Haselow, a lobbyist for the district, said the plan differs from Mr. Thompson's idea because it allows the school system to continue receiving state aid for the students involved. The Governor's plan also would allow students to choose from any private, nonsectarian school in Milwaukee County.

Both proposals are now pending before the legislature.

### Community To Have Its Say In Sentencing of School Vandals

The "victims" of a destructive rampage by vandalism in a Minnesota high school—students, educators, parents, and members of the community—have been given a say in the sentencing of those responsible.

State law gives crime victims a chance to influence sentencing decisions. District Judges William F. Thuet and Thomas R. Lacy of Dakota County ruled last month that that category applies to anyone with a connection to Henry Sibley Senior High School in Mendota Heights, which was the target of a March attack that caused an estimated $4.5 million in damages.

Three 18-year-old students have pleaded guilty to charges of criminal destruction of property, burglary, and theft in the incident. The case of a fourth alleged participant, age 17, is currently before a juvenile court.

Because of the large number of victims who might want to testify about the sentencing of the three, the judges have scheduled a public hearing for May 24.

The school was closed for the rest of the year as a result of the vandalism. Repairs are expected to be exceptionally expensive because the students turned on fire hydrants that flooded the school and damaged its asbestos insulation, which must be removed before the building can be reopened.

■ **A Tennessee principal has barred a 7th-grade student's science-fair project on abortion because it featured jars containing 10 human fetuses.**

Al Cardiel, principal of Pi Beta Phi Elementary School in Gatlinburg, said the student apparently obtained the jars from her uncle, whom she identified as a pathologist.

The display, which was given a blue ribbon but hastily removed from the annual science fair last month, was "not making a statement either way" on the controversial issue of abortion rights, said Mr. Cardiel. And neither was he by removing it, the principal added.

But, he argued, it was not appropriate for the school's 7th- and 8th-grade students to view the preserved fetuses.

Chester Higgins, Jr./The New York Times

Schools Chancellor Richard R. Green of New York City visits a Bronx elementary school as part of a citywide "teach in" on the hazards of weapons and drugs. The week-long effort last month included the use of a new study guide developed by the city board of education, entitled "Don't Risk Your Education—No Guns in Schools."

■ **Abandoning its efforts to hire an interim chief, the Detroit school board voted last week to reopen its national search for a superintendent.**

The action marked a major defeat for the faction of the board that had been seeking to persuade John W. Porter, a former state superintendent in Michigan, to assume leadership of the troubled district for the next two years.

A proposed contract with Mr. Porter was defeated after a key board member withheld her vote, citing "severe credibility problems" in the handling of the issue, according to press reports.

■ **Surveillance cameras are being used to monitor an unruly 5th-grade class in Baraboo, Wis.**

The class at the South School had generated an unusual amount of acrimony this year, with the teacher saying the students were being disruptive and parents accusing the teacher of unfairly disciplining their children. Finally, the teachers' union and administrators agreed to install two cameras in the classroom, said David B. Ament, assistant administrator for the district.

The cameras have had a "calming effect," Mr. Ament said last week. The few students who have caused trouble since the cameras were installed—and denied they had done anything wrong—admitted to being disruptive when reminded that their actions had been taped, he noted.

■ **Elementary students in Kenyon County, Ky., who do not attend off-campus Bible classes should be provided with regular instruction while their classmates are away from school,** the American Civil Liberties Union plans to contend in a federal lawsuit.

Under current district policy, students must sit in study hall during the hour a week that others spend in Bible classes.

Suzanne K. Post, director of the Louisville chapter of the A.C.L.U., said last week that the district's rule denies students some of the education to which they are entitled.

But Superintendent John C. Forbeck said state law bars the district from providing the students who remain at school with any instruction that might give them an educational advantage over their classmates.

■ **The Harlan County, Ky., school board has rejected an effort by the United Mine Workers to organize its 450 nonteaching school employees.**

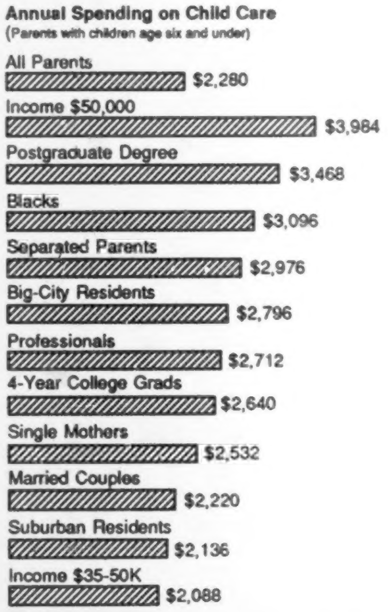
The board feared that unionizing classified employees would lead to strikes and educational disruptions, its chairman, Benny D. Coleman, said last week.

"I just don't see where the United Mine Workers are experts in the education field," Mr. Coleman added. "It would be like our school superintendent and teachers trying to tell them how to run a coal mine."

Eddie Burke, regional director for the union, said the U.M.W.'s deep roots in the county—the site of many bitter and often bloody labor battles over the years—made it a strong candidate to organize the classified employees.

## DIMENSIONS

# Child-Care Burdens



The amount of money that families devote to child care bears little relation to their income, a new national survey indicates.

The poll found that groups with relatively low average incomes, such as single parents, tend to spend as much or more on child care as many better-off families—and thus a far greater share of their total income.

The statistics on day-care spending come from a survey of Americans' views on child-care issues conducted by Louis Harris and Associates Inc. for the Philip Morris Companies Inc.

Most parents have to struggle to find high-quality care for their children under age 6, the survey suggests, and favor government action to improve the current system.

While 53 percent of parents say the system works "somewhat" well, only 8 percent say it works very well and 38 percent think it functions poorly.

"These are hardly powerful endorsements for the child-care system," researchers wrote. "Parents appear to be putting up with child-care facilities that are available."

By wide margins, those surveyed expressed support for a variety of methods for expanding public support for child care.

Copies of a booklet outlining the survey's results can be obtained without charge by writing to Family Survey II: Child Care, Philip Morris Companies Inc., 120 Park Ave., New York, N.Y. 10017.

## PEOPLE

■ **Bertrand Schwartz**, a French educator who helped establish a national network for training unemployed youths, was named last week by the University of Louisville as the first recipient of the Grawemeyer Award in Education.

The $150,000 award for the international competition is the largest given in education, according to sponsors.

Judges for the award, which is funded by an endowment established by Charles Grawemeyer, a Louisville industrialist, credited Mr. Schwartz with influencing adult education in a world "where lifelong education has become a necessity."

■ Columbia University's Teachers College has established a scholarship fund to honor **Frank W. Cyr**, the "father of the yellow school bus." The scholarships will benefit students interested in rural education.

Mr. Cyr, professor emeritus of rural education at Teachers College, led a 1939 conference that set standards for school transportation, including the yellow color that has become a symbol of American education.

■ In one of his last acts in office, **Mayor Eugene Sawyer** of Chicago presented a report from his national task force on the next generation to Congressional leaders in Washington.

Recommendations in the report, issued last month, include a call for coordinating federal policy on children's issues by establishing a Cabinet-level agency and new committees in the Congress with authority over existing programs for children and youths.

# *Educators' Oath*

Symbolizing their commitment to teaching, juniors at Boston University's school of education last week staged a pinning and oath-taking ceremony for their chosen profession.

The event—similar to one widely observed by nursing students—was the first such public avowal of commitment for future educators, according to organizers.

The student-initiated ceremony was intended to "remind us how important and professional a teaching career is," said Peter Greer, dean of the education school.

The students, who will soon enter the classroom for their senior year of student teaching, recited an oath and were given pins donated by the School of Education Alumni Board.

The oath was written by Stephen Tigner, a professor of philosophy at the University of Toledo.

The ceremony "is an idea we would love to share with all the schools of education," Mr. Greer added.

> *I dedicate myself to the life of an educator,*
> *to laying the living foundations upon which*
> *successor generations must continue*
> *to build their lives.*
>
> *I dedicate myself to the advancement of learning,*
> *for I know that without it our successors will lack*
> *both the vision and the power to build well.*
>
> *I dedicate myself to the cultivation of character,*
> *for I know that humanity cannot flourish without*
> *courage, compassion, honesty, and trust.*
>
> *I commit myself to the advancement*
> *of my own learning and to the cultivation*
> *of my own character, for I know that*
> *I must bear witness in my own life to the ideals*
> *that I have dedicated myself to promote in others.*
>
> *In the presence of this gathering,*
> *I bind myself to this oath.*
> *—Boston University Educator's Oath*

## RESEARCH AND REPORTS

### C.D.C. Report Underscores AIDS Threat to Minority Youths

A disproportionate number of the 1,346 children reported as having AIDS are black or Hispanic, according to new federal statistics.

Figures released by the federal Centers for Disease Control last month indicate that 53 percent of all children under age 13 with AIDS are black, while 23 percent are Hispanic.

Among all children with AIDS, 78 percent acquired the infection while in their mother's womb. Another 19 percent contracted it from blood transfusions or blood products used to treat hemophilia, while 4 percent were exposed by unknown means, according to the report.

The means of transmission show sharp differences according to race, the C.D.C. figures reveal. Approximately half of afflicted black and Hispanic children have mothers who are users of intravenous drugs, while roughly 20 percent have mothers who have had sex with drug-using men.

In contrast, only 32 percent of the white children with AIDS have mothers who were either directly or indirectly involved with intravenous drugs, the C.D.C. reported. Half of the white children with the disease had received blood transfusions or blood products.

■ **Policymakers should view child care and early education as "complementary elements of a broad approach to a state's economy,"** the National Conference of State Legislatures argues in a new report.

In "Child Care and Early Childhood Education Policy: A Legislator's Guide," the N.C.S.L. urges lawmakers to work to expand and coordinate early-years services and to reduce their cost for parents.

The guide offers recommendations on how to proceed and describes exemplary policies in Massachusetts and Washington State.

Copies of the report are available for $11.50 each from the Book Order Department, N.C.S.L., 1050 17th St., Suite 2100, Denver, Colo. 80265.

## UPDATE

■ **The Chelsea, Mass., board of aldermen voted 8 to 1 last week to approve and send to the legislature a measure permitting Boston University to take over the management of the city's public schools.**

In response to a petition from citizens who say their views on the issue have not been fully aired, however, the board also agreed to hold a public hearing on the proposal and scheduled for this week a vote to reconsider its decision. *(See Education Week, April 5, 1989.)*

Meanwhile, the state board of education, which is concerned that the proposed 10-year agreement lacks safeguards protecting public access to meetings and records, voted 7 to 4 last week to urge the legislature to make the contract effective for only two years.

The state board also voted unanimously to express its "extreme displeasure" that the process of adopting the agreement "deprived poor and Hispanic residents of an opportunity for involvement."

### Correction

Due to a printer's error, the photographs of Gov. William Donald Schaefer of Maryland and Gov. Gaston Caperton of West Virginia were switched in last week's issue.

# 7 of 10 Handicapped Graduates Found 'Productive'

By Debra Viadero

Nearly 70 percent of handicapped youths were engaged in a "productive activity" such as working, studying, or raising children one year after leaving school, according to the first national study to look at how students fare after special education.

Researchers said it was too soon to tell whether the findings reflect on the effectiveness of special education. The data, they said, represent "a mixed bag, with both good news and bad news" for special educators.

"Whether the glass seems half full or half empty depends largely on the expectations we hold for these youths," said Mary Wagner, who directed the study by the California research firm S.R.I. International.

"For many categories of disability, the fact that even a small percentage of youths achieved employment is a triumph," she said.

But the findings also contain, Ms. Wagner said, "stories of wasted potential, of youths not having or not taking advantage of opportunities for productive contributions to society."

Known as the National Longitudinal Transition Study, the $5-million, five-year project was mandated by the Congress in 1983. It tracks the progress of 8,000 disabled youths between the ages of 13 and 23 who were enrolled in special-education programs during the 1985-86 school year.

## Study contains both good and bad news, researchers say.

The findings on out-of-school status are contained in the first of what are expected to be a dozen or more papers to emerge from the massive research effort. Future papers will look at the role of vocational education in serving these students, how special-education programs affect scholastic achievement and graduation rates, and why some disabled young people become more independent than similarly disabled peers, among other areas.

### Differing Success Rates

For this first paper, the researchers said they considered young people to be involved in "productive activities" if they were taking postsecondary courses, working for pay or on a volunteer basis, receiving job-skills training from a source other than family, or—if they were female and married—were raising a child.

The rates of productive activity were highest, the researchers found, among students who were deaf or hard-of-hearing, speech-impaired, or learning-disabled. At least 80 percent of the young people in each of those categories were actively engaged one year out of school, according to the study.

Former students who were deaf and blind, multiply handicapped, or mentally retarded fared much worse. Far fewer than half of the young people in those categories were judged to be productive.

Over all, the study revealed, fewer than half of the disabled students who had been out of school for one year had found paid employment. Among those employed, less than 30 percent had full-time jobs and 17 percent were working part-time.

In contrast, the researchers noted, studies of the general population have shown that 62 percent of out-of-school youths between the ages of 16 and 21 are employed.

Handicapped youths differed even more significantly from their nondisabled peers in the area of postsecondary education. The study found that fewer than 15 percent of disabled youths were taking postsecondary courses in their first year out of school, while data from other studies indicate that as many as 56 percent of nonhandicapped youths enroll in such programs in their first two years after high school.

The researchers also found that only 56 percent of the handicapped students they followed had left school by graduating. The rest had either dropped out or "aged out" of special-education programs.

### 'New Wave' of Studies

"I think that, over all, it's a negative," Eugene Edgar, a professor of education at the University of Washington at Seattle, said of the findings.

"I would hope that you'd have a much higher rate than 69 percent engaged, because the inverse of that—30 percent doing nothing—is pretty awful," he said.

Mr. Edgar, who has been conducting follow-up studies of 2,000 special-education students in his state, said the national study's findings are consistent with those from a "new wave" of smaller studies done in a handful of states since the early 1980's. The new national data, he said, provide a "benchmark" for future research.

In interviews, researchers said all of the studies illustrate a shift in the focus of special-education research.

"Since P.L. 94-142 [the federal special-education law], everybody had been interested in getting kids into special education, placing them in the least restrictive environments" and other issues of access, said Dennis Mithaug, a professor of special education at the University of Colorado. But the new follow-up studies, he said, have "started people wondering whether 'the great intervention' has had any effect."

### 'Leverage Points'

In addition to studying handicapped students' transitions into adulthood, the S.R.I. study also identified several of what Ms. Wagner called danger signals or "leverage points" that signal a student's increased likelihood of dropping out.

The study showed, for example, that younger students were more likely to drop out of school or receive failing grades than older students.

"This suggests that efforts to put youths on a trajectory toward positive transition outcomes must begin early," the researchers concluded.

Students who belonged to few school or community groups also had poorer outcomes, implying that schools can help by sponsoring extracurricular activities for handicapped young people.

Handicapped students who were male, emotionally disturbed, lower on the socioeconomic ladder, or displayed disciplinary problems were also more likely to have received failing grades during the previous school year.

Copies of "The Transition Experiences of Youth with Disabilities: A Report From the National Longitudinal Transition Study" will be available sometime within the next year from two of the U.S. Education Department's educational resource information centers. The centers are operated by the Council for Exceptional Children in Reston, Va., and the American Institutes for Research in Washington.

### Productive Activity Among Youths With Disabilities

Noninstitutionalized youths out of secondary school more than one year who engaged in productive activity in the previous year:

| Disability Category | Percentage | Sample Size |
|---|---|---|
| All conditions | 69.4 | 797 |
| Learning disabled | 81.0 | 106 |
| Emotionally disturbed | 63.4 | 78 |
| Mentally retarded | 47.8 | 92 |
| Speech impaired | 81.4 | 53 |
| Visually impaired | 75.5 | 83 |
| Deaf | 84.3 | 116 |
| Hard of hearing | 81.2 | 68 |
| Orthopedically impaired | 58.4 | 99 |
| Health impaired | 72.1 | 50 |
| Multiply handicapped | 41.4 | 42 |
| Deaf/blind | 32.7 | 18 |

SOURCE: "The Transition Experience of Youth With Disabilities," SRI International

# Birmingham Weighs School Closings, New Services

By Peter Schmidt

Twelve Birmingham, Ala., schools would be closed, six others consolidated, and the rest restructured to create middle schools, summer Chapter 1 services, and new course offerings under a reorganization plan proposed by Superintendent of Schools Cleveland Hammonds Jr.

Mr. Hammonds said his plan was designed to address "an unevenness of programs and quality across the system" that resulted from changing demographics and shrinking enrollments at many schools in the city.

"This is not a cutback," Mr. Hammonds stressed, adding that the district's budget has a balance of about $21 million. Although some teachers and principals would be shifted to new positions at other schools under the plan, the school chief added, none would be left unemployed.

"We are consolidating schools so that we can use our teaching positions more efficiently," he said.

The superintendent's recommendations are scheduled to go before the city school board for approval on May 9. With the exception of students and parents at a handful of schools slated for closing, few city residents have reacted negatively to the plan, which has received the backing of the Birmingham Education Association and the Birmingham Association of Principals.

"We should have entered into this some years ago," said Errol T. Pharris, president of the principals' association, who criticized the system's previous policies as concentrated too heavily on magnet schools and other narrowly focused programs that were intended to stem the flow of white students from the district.

Stephen Gates/Birmingham Post-Herald

Superintendent Cleveland Hammonds unveils plan.

"The schools targeted for closing so far are no surprise to people within the school system because they had low enrollment," said Samuetta H. Drew, president of the teachers' association.

"I am pleased with the concept," said Linda F. Coleman, a member of the city council. "It looked at the city as a whole."

### A 10-Year Process

Mr. Hammonds said his goal in the reorganization, which would be accomplished over the next 10 years, is to establish middle schools for grades 6-8 and to standardize academic programs throughout the system, which serves about 43,000 students.

In addition, Mr. Hammonds said, the district needs to upgrade and renovate its facilities, "but it is not appropriate to do that when you have too many buildings."

The plan also calls for Chapter 1 programs to be extended by six to eight weeks, with additional adjustments as needed. "Youngsters lose ground over the summer," Mr. Hammonds said.

Other recommendations include: the establishment of a transition or half-grade program to help students who are failing return to the classroom; a requirement that each middle school offer a foreign language and algebra or advanced mathematics, and a provision to give each elementary and middle school a full-time counselor.

### Most Magnets To Remain

A blue-ribbon panel appointed by the school board had recommended a year ago that the district eliminate its magnet schools and close other schools with low enrollments.

Mr. Hammonds declined to close all of the magnet schools, however, opting instead to try to enrich the programs offered in neighborhood schools that are not magnets.

Jones Valley High School, a magnet school scheduled for conversion to a middle school, was the site of a protest by about 150 students who wanted the facility to stay open.

But at other nonmagnet schools scheduled for closing, the reaction has been one of resignation.

Principal James W. Pharris of the Shields Elementary School, for example, commented that "it was only a matter of time" before his school closed because its enrollment of 198 students made it impossible to provide physical education or music classes.

FREEDOMS FOUNDATION
AT VALLEY FORGE
IS PLEASED TO ANNOUNCE

...the recipients of the Twelfth Annual Leavey Awards for Excellence in Private Enterprise Education. These outstanding educators have received awards of $7,500 for their innovative courses, programs and projects promoting an understanding of America's private enterprise system.

SISTER MARY ADELAINE, S.N.D.
Notre Dame Academy Girl's High School
Los Angeles, CA

DR. TERRY L. APPLEBAUM
Northwestern University
Evanston, IL

DR. WALTER W. BENJAMIN
Hamline University
Saint Paul, MN

MR. STEWART J. BONEM
Cincinnati Technical College
Cincinnati, OH

BROTHER LOUIS DeTHOMASIS, F.S.C.
Saint Mary's College
Winona, MN

DR. JOHN A. DOPP
San Francisco State University
San Francisco, CA

MS. GAY BURDEN FERGUSON
McLean County High School
Calhoun, KY

DR. PATRICIA A. FRISHKOFF
Oregon State University
Corvallis, OR

MR. SHIV K. GUPTA
Findlay College
Findlay, OH

DR. ROBERT W. HORNADAY
University of North Carolina at Charlotte
Charlotte, NC

and

DR. STELLA NKOMO
University of North Carolina at Charlotte
Charlotte, NC

and

DR. BENNIE H. NUNNALLY, JR.
University of North Carolina at Charlotte
Charlotte, NC

PROFESSOR FRAN D. JABARA
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For more information, send the following request to: Katherine Wood, Director of Awards, Freedoms Foundation, Valley Forge, PA 19481. (215) 933-8825.

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# EDUCATION WEEK

*American Education's Newspaper of Record* Volume VIII, Number 33, May 10, 1989 *© 1989 Editorial Projects in Education / $2.50*

## Open Records: A 'Legitimate Public Interest'?

### 'Rumor and Suspicion' Fuel Demands for Access

The Bismarck Tribune

**Madonna Tibor, a parent who won access to teacher's personnel file.**

**By Lisa Jennings**

When Madonna Tibor asked school officials in the small town of Hebron, N.D., to let her see the records of her son's teacher, she had no idea she was launching a freedom-of-information crusade that would send her first to the courts and then to the state capital.

That was in 1987, when she and about 40 other Hebron parents were concerned over problems their children were having in a business-education class at the town's only school. They wanted to know whether any complaints about the teacher had ever been lodged with the school district.

As a city worker, Ms. Tibor knew that the records of public employees were open in North Dakota, so she simply asked for the teacher's files.

"If the district had given us the information then," she says, "it would have done away with a lot of rumors and suspicion."

But the district refused, citing the privacy rights of the teacher.

Ms. Tibor has since won a victory in the North Dakota Supreme Court and a gubernatorial veto of legislation exempting teacher records from the state's open-access law. And she remains firm in her conviction that taxpayers deserve to know all there is to know about those who teach their children.

She is not alone. The Hebron case is one of several nationwide this year to focus attention on the delicate balance between a school employee's privacy and the public's right to secure protection for its children and accountability from the system.

*Continued on Page 20*

## 'Wall Chart' Data Indicate Plateau In Reform Drive

### *Situation 'Scares Me,' Says E.D. Secretary*

**By Julie A. Miller**

WASHINGTON—Secretary of Education Lauro F. Cavazos last week reported that the nation's educational performance is "stagnant" and called on "every American" to join in an effort to improve it.

The Secretary issued that call to arms at the presentation of the Education Department's sixth annual "wall chart," a compilation of education indicators by state that he said showed too little improvement since last year.

**Wall chart, pages 16-17**

"The good news is that the schools are not worse; the bad news is that we are not making progress," Mr. Cavazos said. "We are standing still, and the problem is that it's been this way for three years in a row."

"And, frankly, the situation scares me, and I hope it scares you, too," he told an assembly of about 150 reporters.

The wall chart tracks by state such indicators as college-entrance-examination scores and test-taking rates, high-school graduation rates, teacher salaries, pupil-teacher ratios, and education spending. It also shows which states have implemented certain education reforms and provides demographic statistics for each state.

This year's chart includes new columns showing the percentage of each state's test takers who obtained high scores and the percentage of high-school graduates who took advanced-placement examinations.

The test-score data include public- and private-school students, while information on "inputs," such as spending per capita, applies only to public schools.

The current data show that the 18.8-point average score of students who took the

*Continued on Page 15*

## I.B.M. Will Earmark $25 Million in Grants For School Activities

**By Peter West**

WASHINGTON—The International Business Machines Corporation has unveiled a $25-million grant program designed to bolster teacher training in computer-based instruction and encourage innovation in the use of educational technology.

Officials of the computer manufacturer, which has been moving to gain a greater share of the precollegiate market, made a restrained announcement of the new initiative last week during a forum here on educational technology.

"Our aim is to be a catalyst," said John C. Porter, I.B.M.'s director of university relations. "The program is intended to stimulate the broad partnerships that are needed to improve elementary and secondary education in this country, so that the United States can remain competitive."

During the five-year program, the firm will provide selected schools of education and school districts with laboratories of

*Continued on Page 21*

## Also in the news

- 4 **Threat to Copy Cats?** The U.S. copyright law may be tightened, but schools are not key targets.
- 6 **More Liberal Arts?** Educators ponder how to strengthen the training of elementary-school teachers.
- 8 **Louisiana Turmoil** Voters say no to a new tax plan, and the teachers' pension fund sues Ivan Boesky.

## Collapses of School Bleachers Belie Company's Denial of Prior Incidents

**By Peter Schmidt**

Bleachers sold by Interkal Inc. of Kalamazoo, Mich., have collapsed in at least two schools in the last eight months and in at least eight schools in the last seven years, officials of the affected schools confirmed last week.

The reports indicate that the nationally publicized collapse of bleachers at Maurice J. McDonough High School in Charles County, Md., last September was not an isolated occurrance, as it was described by the company.

Altogether, more than 300 students have been involved in the known mishaps and at least 210 have been hurt, although almost all of the injuries suffered have been minor.

The most recent known collapse occurred April 15 during a 10th-grade orientation at East Burke High School in Burke County, N.C., when bleachers folded under the weight of 15 people, sending nine to the hospital for treatment of minor injuries, school officials said.

About two weeks after last fall's incident in Charles County, Md., three unoccupied bleacher seats collapsed at Edgewood High School in Harford County, Md., a district spokesman there said.

The collapse of a section of bleachers during a back-to-school program at Charles County's McDonough High School on Sept. 9 sent 83 students to local hospitals for treatment of injuries.

The Maryland Occupational Safety and Health office blamed the McDonough collapse, in part, on the failure of school employees to install removable guardrails that would have enabled them to see that the bleachers were misaligned.

*Continued on Page 19*

## Study Finds Fast Growth in Sex Education, But Sentiment for Classes in Lower Grades

**By Ellen Flax**

In the most comprehensive assessment to date of how U.S. schools are approaching sex education, researchers have found dramatic growth in the number of required courses but a widespread sentiment among educators that instruction is not beginning soon enough.

The report released last week by the Alan Guttmacher Institute, a nonprofit research organization, also shows that most sex-education teachers are broaching such controversial subject areas as birth control, sexually transmitted diseases, homosexuality, and abortion.

But 8 out of 10 of the teachers, it says, feel they need more assistance in teaching such topics. And most cite inadequate support from parents and the community as one of their greatest obstacles.

The report analyzes data contained in three national surveys conducted last year by the institute with funding from the Carnegie Corporation of New York, the Brush Foundation, and the New York Times Company Foundation.

The findings confirm the impression of many educators that both the AIDS crisis and increasing evidence of early sexual activity among adolescents have spurred the adoption of sex-education curricula by states and school districts during the past three years.

Many of these curricula have tried to in-

*Continued on Page 19*

Eddie Hausner/The New York Times

**NEW YORK VOTE—Low turnout in city's school elections casts new doubt on decentralized system. Page 5.**

## IN SUMMARY

**Calling in the Experts**
The Chester-Upland, Pa., school system, traditionally one of the lowest-achieving districts in the state, has turned for help to a group of four nationally known educators. **Page 4.**

**Boston's Board Targeted**
An advisory panel named by Mayor Raymond L. Flynn of Boston last week suggested scrapping the city's elected school board and replacing it with a smaller body appointed by the mayor. **Page 5.**

**Bilingual-Aid Refund Sought**
The U.S. Education Department is pressuring a tiny Vermont school district to return some $800,000 in bilingual-education aid that federal officials say was spent on ineligible students. **Page 7.**

**Louisiana Reform Setback**
Louisiana voters' rejection of tax changes has forced Gov. Buddy Roemer to drop a proposed teacher-pay raise and to slash budget requests for other elements of his education-reform plan. **Page 8.**

**New Jersey Tests Choice**
Gov. Thomas H. Kean of New Jersey last week unveiled a trial plan under which parents in six districts could choose any school in the district, and dropouts could pick any school in the state. **Page 9.**

**Special-Education Standards**
After considerable controversy, the U.S. Education Department has issued regulations requiring some states to toughen their standards for certifying special-education personnel. **Page 12.**

**Asbestos Grants Awarded**
The U.S. Environmental Protection Agency has awarded $45 million in loans and grants to 327 schools for asbestos-abatement projects; a chart lists the amounts going to each state. **Page 13.**

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# ACROSS THE NATION

## NATIONAL

### Five Districts Pressed To Finance Cleanup Effort at Toxic-Dump Site

The U.S. Environmental Protection Agency has moved to require five school districts in Kentucky and Ohio to help pay the costs of cleaning up a toxic-dump site left by a hazardous-waste-disposal firm with which they had contracted.

The largest case involves the Jefferson County, Ky., school system, which agreed last month to pay $20,000 to the E.P.A. for cleanup of a contaminated site containing an estimated 1,000 gallons of the district's chemical wastes.

The five districts were among 132 businesses and institutions cited for having contracted with Pristine Inc., an Ohio firm that the federal agency claims used improper procedures for incinerating and disposing of hazardous materials.

Under the federal "Superfund" law, the producers of hazardous wastes are responsible for cleaning up toxic sites, even when the materials were initially disposed of by an independent contractor.

Federal officials estimate that it will cost $13 million to take care of the dump site, which is located near Cincinnati.

Three of the four districts in Ohio that were asked to pay $2,000 each have agreed to the E.P.A.'s settlement offer.

The four districts that have accepted the federal offer will be absolved of most future liability regarding the site.

But the Cincinnati school district, which did not respond to the agency's offer by a mid-April deadline, may be subject to a lawsuit by the E.P.A.

## STATES

### Idaho Board Delays Action On Alternative-Certification Plan

The Idaho Board of Education has postponed a proposal to allow people without undergraduate preparation in education to become secondary-school teachers through on-the-job training.

The decision by the board last month will make it impossible to implement the alternative-certification plan for the next school year, according to Lindy High, a spokesman for the state education department.

The board directed the Professional Standards Commission, which sets certification standards for teachers, to hold public hearings on the plan and submit a report by Aug. 15.

The proposed rule would allow people with bachelor's degrees in the subjects they wish to teach to be hired as "teacher trainees" for two years. The prospective teachers would be required to pass the National Teacher Examinations and take education courses in the summer, Ms. High explained.

"It's quite a stringent program," she added. "It's not easy for people to do it."

But the Idaho Education Association views the plan as "an attempt to circumvent certification requirements and make it easier for people to become teachers at the risk of the students," according to Gayle L. Moore, a spokesman for the union.

The I.E.A.'s delegate assembly last month voted to oppose the rule change.

■ **Maryland high-school students will not have to pass a test of writing ability to graduate this spring,** the state board of education has decided.

The board has agreed to delay until 1990 the requirement, which was to have gone into effect for the first time this year, because of concerns over the fairness of a new scoring system.

The system was changed this year to make it compatible with the scoring of the state's required reading, mathematics, and citizenship examinations.

Although every 10th- to 12th-grade student had been given a booklet describing the change, some local officials claimed the information was "unevenly disseminated and understood by students and parents," according to Curt Matthews, a spokesman for the board.

"Even though there is no legal basis for a challenge, in our opinion, there could have developed a sense of unfairness," he added.

Only 560 of the 47,000 students who took the examination this winter failed to pass it.

■ **Louisiana teachers who paid a fee to be fingerprinted and have their backgrounds checked may be eligible for refunds** under a 1988 state law that bars such charges.

The state labor department has ruled that a prospective teacher in Lafayette who paid $13 for a background check was entitled to a refund, according to Jeff Simon, director of communications for the Louisiana Association of Educators.

"Now it's a question of who owes the money," Mr. Simon said last week. The money went to the state health department and police, but may have to be refunded by the Board of Elementary and Secondary Education, which required the checks, he noted.

■ **Maryland's special-education rules violate federal law by promoting segregation of handicapped students,** two parent groups have charged.

In separate letters last month, Parents for Integrated School and Community Education Settings and the Maryland Coalition for Integrated Education urged U.S. Education Department officials to look again at Maryland's regulations before acting to award federal grants for the 1989-90 school year.

Although state officials have drafted proposed regulations to address many of the parents' concerns, the state school board is not expected to vote on the changes until July—weeks after the federal grants go out.

"Our letter is sort of an insurance policy to make sure the regulations change," said Mark Mlawer, executive director of M.C.I.E.

■ **Georgia officials are investigating possible antitrust violations in the sale of milk products to schools.**

Attorney General Michael J. Bowers declined last week to specify how many of the state's dairy producers may be involved. He said he had contacted local school superintendents to ask how they wanted to be represented in the case.

As a result of a similar investigation in Florida last year, several large dairy companies were ordered to pay settlements totaling $18.5 million.

### Plan for Glass Booth Shattered

Eliana Martinez, a 7-year-old AIDS victim, has begun classes at a Florida school with no unusual restrictions.

The girl, who is mentally retarded and not completely toilet trained, drew national attention last summer when a federal judge ruled that she could attend classes only if confined within a glass booth, in order to prevent any possibility of transmitting the infection to other students.

In December, however, the U.S. Court of Appeals for the 11th Circuit overturned that decision, declaring that AIDS victims could be excluded only if they posed a proven risk to other students.

As a result, U.S. District Judge Elizabeth Kovachevich ruled last month that Eliana could enter the Manhattan Elementary School for Exceptional Students in Tampa.

AP/Wide World

Rosa and Eliana Martinez

## DISTRICTS

### Dallas Board Votes To Seek End to Desegregation Lawsuit

The Dallas school board has voted to ask a federal court to end a desegregation lawsuit filed against the district in 1972.

As a result of the decision, lawyers for the board last week filed motions with U.S. District Judge Barefoot Sanders contending that the district no longer operates a dual school system based on race and that any vestiges of segregation have been eliminated, a spokesman for the district said.

At a tense meeting April 27, minority leaders accused the board of racism and threatened to organize demonstrations in protest of the decision, which was approved on a 6-to-3 vote. Thomas G. Jones, a black member of the board, called on parents to protest the action by taking their children out of school next fall when the state conducts its official count of students.

Black and Hispanic leaders told board members they would join forces to fight the

# Department Awards Grants, Loans for Asbestos Projects

WASHINGTON—The Environmental Protection Agency has awarded $45 million in loans and grants to 327 public and private schools for asbestos-abatement projects.

Since 1985, the agency has awarded a total of $201.8 million to more than 1,500 schools under the provisions of the Asbestos School Hazard Abatement Act.

Schools that received the aid had asbestos problems judged to be among the most serious nationally by the E.P.A. and had to be in the bottom 70 percent of all districts financially.

This year, 2,383 schools applied for the awards, which will be split between public and private schools in a ratio of approximately 9 to 1. The states receiving the largest number of awards over all are Illinois, with aid totaling $9.2 million, and Indiana, with $4.3 million.

Critics contend that the program has been underfunded since its inception. The E.P.A. has never sought funding for school-abatement projects, arguing that they are a state and local responsibility. But the Congress has approved annual appropriations exceeding $40 million for the effort since 1985.

Two years ago, an internal audit by the agency found that nearly one-ninth of the money distributed in 1985 and 1986 went to projects ranked as less than critical. Since then, the agency has granted awards only to those schools with the most serious asbestos problems.

In a related development, Representative James J. Florio, Democrat of New Jersey and one of the principal backers of the 1986 legislation, has introduced a bill that would modify it.

The measure would require asbestos consultants to "provide assurance of financial responsibility for all liabilities" resulting from the work they do.

It would also bar companies that do air monitoring after an abatement project from having a financial interest in any company that has planned or carried out that activity.

The bill stiffens the requirements for those wanting to become asbestos consultants and directs the E.P.A. to develop a plan to monitor for possible health and safety violations by conducting random, on-site inspections of schools while asbestos-related activities are under way.

The bill also extends most of the rules for schools—including mandatory inspections and the development of management plans—to public and commercial buildings.

In Philadelphia, meanwhile, Superintendent of Schools Constance E. Clayton has called for the creation of a federal "superfund" to pay for asbestos-related activities.

At a press conference to announce her district's compliance with the federal asbestos law, which requires all schools to submit management plans to state authorities by this week, Ms. Clayton said that "without federal support, we will face a fiscal crisis of monumental proportions."

The district has spent $53 million on asbestos abatement and removal since 1984, and may have to spend an additional $40 million by 1995. —E.F.

## Asbestos School Hazard Abatement Act Awards, 1985-1989

| State | 1985 | 1986 | 1987 | 1988 | 1989 | No. of Projects in 1989 | Total 1985-1989 |
|---|---|---|---|---|---|---|---|
| Alabama | $260,311 | $270,543 | $461,840 | $413,170 | $0 | 0 | $1,405,864 |
| Alaska | 750,000 | 120,520 | 0 | 0 | 34,521 | 1 | 905,041 |
| American Samoa | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Arizona | 102,493 | 431,020 | 233,351 | 0 | 124,232 | 4 | 891,096 |
| Arkansas | 293,303 | 265,041 | 589,844 | 1,684,136 | 587,975 | 8 | 3,420,299 |
| California | 261,693 | 439,926 | 306,249 | 212,549 | 3,592,152 | 3 | 4,812,611 |
| Colorado | 701,703 | 132,676 | 0 | 0 | 786,715 | 5 | 1,621,094 |
| Connecticut | 472,400 | 2,289,884 | 2,457,992 | 0 | 240,617 | 3 | 5,460,893 |
| Delaware | 263,200 | 0 | 0 | 0 | 70,604 | 9 | 333,804 |
| District of Columbia | 284,000 | 3,160 | 10,537 | 0 | 0 | 0 | 297,697 |
| Florida | 54,497 | 0 | 80,867 | 0 | 26,880 | 1 | 162,244 |
| Georgia | 553,091 | 0 | 0 | 0 | 196,844 | 4 | 749,935 |
| Guam | 0 | 46,643 | 0 | 0 | 0 | 0 | 46,643 |
| Hawaii | 0 | 0 | 309,877 | 0 | 0 | 0 | 309,877 |
| Idaho | 305,535 | 164,092 | 275,799 | 99,630 | 238,327 | 5 | 1,083,383 |
| Illinois | 1,261,786 | 2,028,226 | 2,645,780 | 4,019,226 | 9,188,449 | 31 | 19,143,467 |
| Indiana | 366,193 | 82,446 | 66,465 | 0 | 4,266,993 | 14 | 4,782,097 |
| Iowa | 470,136 | 823,911 | 521,701 | 368,564 | 249,233 | 17 | 2,433,545 |
| Kansas | 220,197 | 251,650 | 45,366 | 0 | 98,333 | 7 | 615,546 |
| Kentucky | 1,585,150 | 1,894,733 | 401,562 | 1,637,719 | 897,322 | 2 | 6,416,486 |
| Louisiana | 2,294,573 | 1,449,574 | 677,221 | 1,166,386 | 240,468 | 4 | 5,828,222 |
| Maine | 158,160 | 113,357 | 258,165 | 0 | 65,223 | 9 | 594,905 |
| Maryland | 1,549,252 | 3,889,275 | 332,176 | 80,009 | 165,450 | 3 | 6,016,162 |
| Massachusetts | 405,840 | 2,125,967 | 4,273,079 | 0 | 149,964 | 4 | 6,954,850 |
| Michigan | 816,325 | 1,308,542 | 2,836,926 | 378,419 | 1,187,865 | 11 | 6,528,077 |
| Minnesota | 617,040 | 726,178 | 2,076,221 | 203,169 | 760,251 | 13 | 4,382,859 |
| Mississippi | 403,211 | 2,237,435 | 405,805 | 1,046,525 | 1,553,649 | 8 | 5,646,625 |
| Missouri | 590,890 | 1,144,428 | 784,674 | 978,139 | 504,315 | 14 | 4,002,446 |
| Montana | 395,400 | 0 | 0 | 0 | 217,204 | 15 | 612,604 |
| Nebraska | 301,535 | 252,192 | 352,358 | 12,350 | 823,196 | 6 | 1,741,631 |
| Nevada | 1,563,293 | 103,154 | 0 | 0 | 0 | 0 | 1,666,447 |
| New Hampshire | 299,622 | 0 | 680,000 | 200,826 | 412,433 | 2 | 1,592,881 |
| New Jersey | 2,205,792 | 1,176,904 | 2,723,174 | 684,861 | 234,486 | 7 | 7,025,217 |
| New Mexico | 0 | 245,428 | 176,413 | 0 | 32,016 | 3 | 453,857 |
| New York | 1,476,074 | 2,162,205 | 3,428,522 | 602,581 | 1,564,514 | 12 | 9,233,896 |
| North Carolina | 1,350,000 | 528,870 | 1,423,306 | 0 | 99,469 | 18 | 3,401,645 |
| North Dakota | 300,774 | 309,861 | 617,963 | 43,049 | 592,804 | 12 | 1,864,451 |
| Northern Marianas | 39,788 | 0 | 0 | 0 | 0 | 0 | 39,788 |
| Ohio | 8,251,716 | 6,075,857 | 6,157,221 | 4,431,241 | 3,437,151 | 19 | 28,353,186 |
| Oklahoma | 507,536 | 92,081 | 0 | 0 | 177,767 | 7 | 777,384 |
| Oregon | 274,097 | 12,144 | 72,764 | 0 | 4,144,205 | 7 | 4,503,210 |
| Pennsylvania | 4,042,134 | 8,116,934 | 1,754,861 | 497,612 | 1,724,031 | 13 | 16,135,572 |
| Puerto Rico | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Rhode Island | 484,000 | 225,492 | 0 | 0 | 0 | 0 | 709,492 |
| South Carolina | 309,215 | 162,250 | 501,000 | 0 | 57,328 | 2 | 1,029,793 |
| South Dakota | 130,279 | 0 | 196,090 | 0 | 394,576 | 12 | 720,945 |
| Tennessee | 1,075,389 | 3,505,552 | 1,418,409 | 1,898,482 | 3,297,095 | 31 | 11,194,927 |
| Texas | 5,133,313 | 411,673 | 1,091,090 | 446,122 | 1,232,085 | 15 | 8,314,283 |
| Utah | 0 | 0 | 0 | 0 | 167,280 | 7 | 167,280 |
| Vermont | 296,846 | 207,583 | 108,798 | 18,500 | 302,219 | 1 | 933,946 |
| Virgin Islands | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Virginia | 0 | 328,963 | 173,629 | 0 | 399,600 | 1 | 902,192 |
| Washington | 276,776 | 14,808 | 282,571 | 117,406 | 237,786 | [illegible] | 911,539 |
| West Virginia | 427,383 | 393,320 | 297,848 | 127,756 | 227,987 | 1 | 1,424,308 |
| Wisconsin | 310,027 | [illegible] | [illegible] | [illegible] | 254,491 | 13 | 2,078,146 |
| Wyoming | [illegible] | 0 | [illegible] | 0 | 68,924 | 2 | [illegible] |
| Bureau of Indian Affairs | [illegible] | [illegible] | [illegible] | [illegible] | 0 | 0 | [illegible] |
| Total | $45,000,000 | $47,000,000 | $42,282,784 | $22,600,000 | $45,000,000 | 401 | $201,882,784 |

SOURCE: U.S. Environmental Protection Agency

# Senators Urge a Federal 'Assault' On the Problem of Adult Illiteracy

WASHINGTON—The federal government should lead an "assault" on the problem of adult illiteracy, members of a Senate subcommittee declared at a hearing last week.

"What we really need is leadership," said Senator Paul Simon, Democrat of Illinois, who chaired the hearing. "We need someone willing to lead the charge."

Senator Simon argued that a number of recent developments—including First Lady Barbara Bush's efforts on the issue—suggest that "the nation is ready to tackle it head on." He indicated he would introduce legislation aimed at strengthening and coordinating federal, state, and local literacy efforts, developing model programs, and providing incentives for public-private partnerships.

The proposed "illiteracy elimination act" also would establish a Cabinet-level council on literacy coordination and a new National Center for Literacy, which would serve as the council's research and outreach arm, he explained.

Senator Simon contrasted his proposal with current federal efforts, which he described as only having "dealt on the edges" of the problem. Although the Education Department and other agencies spend about $190 million annually on adult-literacy programs, he noted, such programs reach a small fraction of the estimated 27 million Americans over age 18 who cannot read or write.

Senator Edward M. Kennedy, Democrat of Massachusetts, pointed out that the Bush Administration recommended no increase this year in spending for adult-literacy programs.

### Funding Levels Debated

Although the Administration sought an 18 percent increase—to $161 million—for adult-education grants to states, he said, the increase was nearly offset by requests to eliminate grants for workplace literacy, English-language instruction, and literacy initiatives by libraries.

Secretary of Education Lauro F. Cavazos responded, however, that the request was aimed at giving more flexibility to states. "This is not just a federal problem," he insisted. "It needs to be dealt with at every level."

D. Kay Wright, deputy assistant secretary of education for vocational and adult education, noted that the Education Department represents only a part of the federal government's literacy efforts.

"There are 79 programs in 14 different agencies all dealing with adult literacy," she said. "One of the things we must do is coordinate resources."

Secretary Cavazos added that the Administration also has addressed the problem by requesting substantial increases in funding for elementary and secondary programs.

"I believe that the key to eliminating adult illiteracy in the next generation," Mr. Cavazos said, "lies in improving the education of all our children." —[illegible]

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# 'Wall Chart' Indicates Reform Stalling

*Continued from Page 1*

American College Test in 1988 was up one tenth of a point from 1987, while the combined average score on the Scholastic Aptitude Tests dropped two points to 904. Mr. Cavazos noted that in 1972 the average A.C.T. score was 19.1 and the average score on the S.A.T. was 937.

While scores have increased since 1982—by 11 points on the S.A.T. and eight-tenths of a point on the A.C.T.—the Secretary called those gains "minuscule, practically."

"Although certain states have improved their graduation rates significantly since 1982, the national average has improved by less than 2 percentage points [between 1982 and 1987]," Mr. Cavazos said. "As with test scores, our gains are minimal."

The national graduation rate actually dropped by half a percentage point between 1986 and 1987, according to the wall chart.

Mr. Cavazos said he was encouraged that the number of students taking college-entrance exams had continued to increase and that "rises in minority test scores continue to shrink the distance between their scores and those of nonminority students, slowly but steadily."

But while the United States spends more per student than foreign competitors, he noted, "our students consistently fall behind the competition in competitive testing." And although the nation will invest more than $199 billion in precollegiate education this year, Mr. Cavazos added, "increases in spending for our children's education have not been matched by increased performance."

According to the wall-chart data, the nation's average per-pupil expenditure rose to $3,977 in constant dollars in 1987, as compared with $3,752 in 1986 and $2,726 in 1982.

Average teacher salaries rose to $28,008 in 1988, up from $26,551 in 1987 and $19,274 in 1982, and the average pupil-teacher ratio continued its downward trend, dropping slightly from 17.8 pupils per teacher in 1987 to 17.6 in 1988.

AP/Wide World

Secretary Cavazos at last week's press conference.

However, the percentage of school spending contributed by the federal government continued to decline, dropping to 6.4 percent in 1987 from 6.7 percent in 1986 and 7.4 percent in 1982.

### A Call for 'Commitment'

The Secretary's statement that "money alone is not the answer to our education deficit" echoes a favorite theme of his predecessor. But while William J. Bennett blamed the "education bureaucracy" for blocking reform and improvement in last year's wall-chart conference, Mr. Cavazos sought to spread the burden more widely.

"Every person must be part of the initiative to change the direction of American education," he said. "There has not been enough demand at the local level that the system improve."

"I issue a call to every American to join President Bush and me in making a commitment to educate our people, truly educate them, once again," Mr. Cavazos said. "The challenge goes to parents, teachers, administrators, public officials at all levels, and students. We must stir up the education waters in America."

He called on all states and school districts to establish their own "education improvement targets," and issue annual progress reports.

State and local officials, educators, and parents should "work together to identify and announce specific goals for improving each school, district by district, state by state; to select the benchmarks for measuring progress toward their goals, and to discuss incentives for student, teacher, and school improvement," he said.

### Specific Goals Cited

Mr. Cavazos specifically called on the nation to:

- Increase the national graduation rate to at least 90 percent.
- Intervene early to trim by 50 percent the number of children who fail to be promoted to the next grade level.
- "Clearly define what every student must know and be able to do before leaving the elementary, junior-high, or the high-school level," so that students obtain "the advanced skills needed to succeed."
- Decrease truancy rates. "Having as many as a third of a classroom's desks unoccupied is unacceptable," Mr. Cavazos said.
- Increase homework. The Secretary urged parents to ensure that it is done, and urged teachers to ensure that it is meaningful.
- "Make the best use" of the time children spend in school, partially by freeing teachers from "paperwork."
- Increase by half the number of children proficient in reading, mathematics, and science.
- Improve America's ranking among nations in science and math.
- Provide "those not heading for college with apprenticeship skills at least as good as those held by students in West Germany."

The federal role in this effort, Mr. Cavazos said, is to "help bring these issues to national attention," to "highlight exemplary programs and share their results," to "reward successful schools, teachers, and students," and to "find ways to release the states from unnecessary statutory and regulatory burdens in exchange for higher performance."

Gordon M. Ambach, executive director of the Council of Chief State School Officers, issued a statement accepting Mr. Cavazos' request to help set nationwide objectives.

"Let's start with a national commitment to the policy that virtually every American student should graduate from high school," he said.

Mary Hatwood Futrell, president of the National Education Association, also accepted the Secretary's challenge to "stir up the education waters" but argued that increased federal spending is a necessary part of any improvement effort.

"If we are calling for improved performance, we are all going to have to accept the responsibility of identifying the fiscal and physical resources necessary to turn things around," she said in a statement. "What we are seeing now is the direct result of the educational neglect supported by the Reagan Administration."

## Chart's Highs and Lows

*Following are comparisons on test scores and graduation rates from the 1989 "wall chart."*

### Greatest Improvement, 1982-88

| ACT states | SAT states |
|---|---|
| Alabama | S. Carolina |
| N. Dakota | Hawaii |
| Kentucky | Georgia |
| Mississippi | New Jersey |
| Nevada | Rhode Island |
| S. Dakota | Maryland |

### Least Improvement, 1982-88

| ACT states | SAT states |
|---|---|
| Alaska | New York |
| Minnesota | Florida |
| Wisconsin | Pennsylvania |
| Nebraska | Delaware |
| Iowa | Vermont |

### Highest-Scoring States, 1988

| ACT | SAT |
|---|---|
| Iowa | New Hampshire |
| Wisconsin | Oregon |
| Minnesota | Vermont |
| Montana | California |
| Nebraska | Connecticut |
| S. Dakota | Maryland |

### Lowest-Scoring States, 1988

| ACT | SAT |
|---|---|
| Mississippi | S. Carolina |
| Louisiana | D.C. |
| W. Virginia | N. Carolina |
| Arkansas | Georgia |

### % of ACT Scores 26 and Up

| Highest % | Lowest % |
|---|---|
| Iowa | Mississippi |
| Wisconsin | W. Virginia |
| Montana | Louisiana |
| Colorado | Arkansas |
| Nebraska | Tennessee |

### % of SAT Scores 600 and Up

| Top 5 Verbal | Top 5 Math |
|---|---|
| D.C. | New Hampshire |
| New Hampshire | California |
| Maryland | Hawaii |
| Connecticut | Maryland |
| Massachusetts | Massachusetts |

| Bottom 5 | Bottom 5 |
|---|---|
| Indiana | S. Carolina |
| N. Carolina | N. Carolina |
| S. Carolina | Georgia |
| Georgia | Indiana |
| Hawaii | Texas |

### Highest Graduation Rates

|  | 1987 | 1982 |
|---|---|---|
| Minnesota | 90.6% | 88.2% |
| Wyoming | 89.3 | 72.4 |
| N. Dakota | 88.4 | 83.9 |
| Nebraska | 86.7 | 81.9 |
| Iowa | 86.4 | 84.1 |

### Lowest Graduation Rates

|  | 1987 | 1982 |
|---|---|---|
| D.C. | 55.5% | 56.9% |
| Florida | 58.6 | 60.2 |
| Louisiana | 60.1 | 52.9 |
| Michigan | 62.4 | 71.6 |
| Georgia | 62.5 | 55.0 |

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# *A Two-Tier Media Event: 'National Nature,' Local Nurture*

WASHINGTON—In the six years since former Secretary of Education Terrel H. Bell inaugurated it, the Education Department's "wall chart" has gained broad acceptance as a source of state-by-state information on the nation's educational achievement.

It has also become the department's most important media event.

Last week's wall-chart news conference—the first presided over by Secretary of Education Lauro F. Cavazos—drew at least 150 journalists. Melinda Kitchell, a department spokesman, said only 132 media representatives signed a list at the door, but the crowd clearly exceeded that mark and 250 press kits were distributed by the event's end.

### Big Local News

The main reason for the wall chart's popularity is that it allows representatives of local newspapers and broadcast stations to report information specific to their states.

In fact, Ms. Kitchell said, the only two events that rival it in media appeal also have built-in local angles—ceremonies for winners in the department's school-recognition and Presidential scholars programs.

For reporters representing local media, their states' comparative performance is as important—or more important—than Mr. Cavazos' assessment of the data on national achievement. For them, the morning's main task was to record or film a department official making pointedly state-specific comments.

Paula J. Faria, for instance, a reporter for In Washington, an independent news service that provides coverage for local television stations, needed quotes dealing with Virginia, Texas, Massachusetts, Nevada, South Carolina, Oklahoma, and Arkansas, and had several different logos ready to snap onto her microphone.

Department officials prepare to slake that thirst for the local angle in their staging of the event. First up last week was the Secretary's speech. Then Mr. Cavazos and Charles E.M. Kolb, deputy undersecretary for planning, budget, and evaluation, took reporters' questions.

But before Mr. Cavazos appeared, his spokesman, Mahlon Anderson, admonished the journalists to ask only "questions of a national scope," as "the Secretary's time is limited." He assured them that they would be able to obtain the all-important locally focused quotes and sound bites after the main presentation.

### Brief Celebrity

When it was over, department staff cleared the room of chairs and set up four auxiliary podiums, from which questions like "What is the significance of Alabama's performance this year?" were fielded.

Mr. Kolb took some questions. But most of the E.D. officials drafted for this duty are not high-ranking, and are not likely to speak for the department on the nightly news again soon. They were assisted by a packet of sheets for each state that included its statistical data and a one-paragraph summary of the state's comparative status.

For example, while Mr. Kolb told a reporter from WISN, a Milwaukee radio station, that her state's performance was "higher than average," George Pieler, a special assistant to Mr. Kolb, lauded reforms undertaken in Florida for the representative of an independent news service similar to Ms. Faria's.

As Mr. Pieler shifted his attention to Missouri at the reporter's request, Jerry Bolshee, an aide in the office of elementary and secondary education who worked on the wall chart, discussed Oklahoma's test scores with another news-service representative.

—J.M.

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# Ex-Chief Sanders Defends Use of 'Imperfect' Data

WASHINGTON—When the first "wall chart" was unveiled in 1984, educators attacked the Education Department's use of college-entrance-test scores to make comparisons among disparate states, arguing that the scores alone are not a fair and accurate measure.

The Council of Chief State School Officers heatedly debated the issue at a meeting later that year, with many members expressing fear that comparisons could lead to loss of revenue and local control over education in states that fared poorly.

The divided organization voted 27 to 12 to participate in developing better indicators, largely because members felt that the popularity of the "wall chart" made them inevitable. *(See Education Week, Nov. 21, 1984.)*

This year, one E.D. official attending the wall-chart news conference happened to be a 10-year member of the council and its immediate past president. But Undersecretary Ted Sanders, who defended the wall chart in an interview last week, said he did not see any conflict between the two roles.

"I don't think there's much of a difference in perspective," he said. "The questions are, 'Should we be looking at some kind of performance indicators, and are the indicators we have up to the task?' "

"The answer to the first question is 'yes,' " Mr. Sanders said, adding that, as the chief state school officer in Nevada and later in Illinois, he had proposed instituting state "report cards" comparing school districts' achievement.

The answer to the second question is "no," Mr. Sanders said. That is why both the department and the state chiefs, he added, are working to improve the way educational achievement is measured.

"Too much time ought not be spent quarreling with the adequacy of the data, but should rather be spent tending to what it is that those data suggest," he said, noting that the wall chart does not contradict findings from other assessments.

"Just because the data aren't perfect doesn't mean we shouldn't use them," he said.

—J.M.

*NOTE: Due to space limitations, data on population characteristics and pupil-staff ratios are not included in this reprint of the "wall chart." For footnotes and source information, see page 18.*

# STATE EDUCATION PERFOR

## STUDENT PERFORMANCE

| STATE | RANK² | ACT¹ (28 STATES) 1988³ SCORE (1) | PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)⁴ 1988 (2) | PERCENT OF TOTAL SCORING 26 AND ABOVE⁵ 1988 (3) | 1982 SCORE (4) | PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)⁶ 1982 (5) | SCORE CHANGE 1982-1988 (6) | SAT¹ (22 STATES) 1988 SCORE (7) | PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)⁴ 1988 (8) | PERCENT OF TOTAL SCORING 600 OR ABOVE ON EITHER VERBAL/MATH⁷ 1988 (9) | 1982 SCORE (10) | PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)⁶ 1982 (11) | SCORE CHANGE 1982-1988 (12) | ADVANCED PLACEMENT CANDIDATES AS PERCENT OF GRADUATES 1988⁸ (13) | 1982⁹ (14) | GRADUATION RATE ADJUSTED FOR MIGRATION AND UNCLASSIFIED STUDENTS¹⁰ 1987 (15) | 1982 (16) |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ALA. | NUMBER<br>(RANK) | 18.1<br>(21) | 54.1<br>(20) | 11.5<br>(21) | 17.2<br>(26) | 55.3<br>(13) | +0.9<br>( 1)T | - | - | - | - | - | - | 8.6<br>(25)T | 1.8<br>(31) | 70.2<br>(34) | 63.6<br>(44)T |
| ALASKA | NUMBER<br>(RANK) | 18.4²²<br>(19) | 36.9<br>(27) | 15.9<br>( 8) | 18.7<br>(12)T | 51.5<br>(27) | -0.3<br>(27)T | - | - | - | - | - | - | 12.4<br>(14) | 8.9<br>( 4) | 66.7<br>(41) | 66.3<br>(41) |
| ARIZ. | NUMBER<br>(RANK) | 19.5<br>( 9)T | 36.8<br>(28) | 16.8<br>(14)T | 18.7<br>(12)T | 41.2<br>(25) | +0.6<br>( 7) | - | - | - | - | - | - | 8.6<br>(25)T | 3.5<br>(23) | 64.6<br>(40) | 63.6<br>(44)T |
| ARK. | NUMBER<br>(RANK) | 17.9<br>(25) | 57.9<br>(15) | 10.5<br>(25) | 17.7<br>(20) | 56.3<br>(11)T | +0.2<br>(19)T | - | - | - | - | - | - | 2.7<br>(49) | 0.1<br>(51) | 77.8<br>(18) | 73.4<br>(23) |
| CALIF. | NUMBER<br>(RANK) | - | - | - | - | - | - | 908<br>( 4)T | 45.7<br>(21) | 7.3/19.2<br>( 3) | 899<br>( 4) | 38.4<br>(20) | + 9<br>(15) | 18.5<br>( 5) | 8.1<br>( 5)T | 66.1<br>(42) | 60.1<br>(49) |
| COLO. | NUMBER<br>(RANK) | 19.7<br>( 7) | 64.0<br>(10) | 17.1<br>( 4) | 19.6<br>( 5) | 66.8<br>( 5) | +0.1<br>(22)T | - | - | - | - | - | - | 14.3<br>( 9)T | 8.1<br>( 5)T | 73.7<br>(26)T | 70.9<br>(29) |
| CONN. | NUMBER<br>(RANK) | - | - | - | - | - | - | 908<br>( 4)T | 78.2<br>( 1) | 8.1/17.1<br>( 6) | 896<br>( 6)T | 69.1<br>( 1) | +12<br>(12) | 14.3<br>( 9)T | 7.8<br>( 8) | 80.5<br>(11) | 70.6<br>(31) |
| DEL. | NUMBER<br>(RANK) | - | - | - | - | - | - | 899<br>(10) | 67.4<br>( 6) | 7.5/15.8<br>(12) | 897<br>( 5) | 53.6<br>( 8) | + 2<br>(19) | 13.6<br>(12) | 7.9<br>( 7) | 70.1<br>(35) | 68.2<br>(34) |
| D.C. | NUMBER<br>(RANK) | - | - | - | - | - | - | 839<br>(21) | 62.9<br>(11) | 11.6/16.3<br>( 2) | 821<br>(21) | 50.6<br>(11) | +18<br>( 7)T | 22.5<br>( 2) | 10.0<br>( 3) | 55.5<br>(51) | 56.9<br>(50) |
| FLA. | NUMBER<br>(RANK) | - | - | - | - | - | - | 890<br>(13) | 52.7<br>(19) | 6.0/14.5<br>(15) | 889<br>( 9)T | 37.5<br>(21) | + 1<br>(20)T | 21.1<br>( 3) | 4.6<br>(20)T | 58.6<br>(50) | [illegible] |
| GA. | NUMBER<br>(RANK) | - | - | - | - | - | - | 848<br>(19) | 63.4<br>(10) | 4.7/10.8<br>(20) | 823<br>(20) | 49.1<br>(13) | +25<br>( 3) | 9.7<br>(22)T | 3.4<br>(27)T | 62.5<br>(47) | [illegible] |
| HAWAII | NUMBER<br>(RANK) | - | - | - | - | - | - | 888<br>(15) | 55.1<br>(18) | 5.5/18.8<br>( 8) | 857<br>(18) | 47.2<br>(16) | +31<br>( 2) | 12.8<br>(13) | 6.3<br>(18) | 70.8<br>(33) | [illegible] |
| IDAHO | NUMBER<br>(RANK) | 19.3<br>( 9)T | 57.2<br>(17) | 15.0<br>(13) | 18.9<br>(10)T | 55.2<br>(14) | +0.4<br>(10)T | - | - | - | - | - | - | 6.0<br>(34)T | 1.7<br>(32)T | 78.0<br>(14) | [illegible]<br>(26) |
| ILL. | NUMBER<br>(RANK) | 18.9<br>(15)T | 65.6<br>( 7) | 15.6<br>(10)T | 18.6<br>(16) | 67.6<br>( 4) | +0.3<br>(16)T | - | - | - | - | - | - | 9.7<br>(22)T | 6.7<br>(18)T | 75.2<br>(22) | 76.1<br>(14)T |
| IND. | NUMBER<br>(RANK) | - | - | - | - | - | - | 870<br>(18) | 58.8<br>(16) | 4.8/15.8<br>(19) | 868<br>(17) | 47.1<br>(17) | +10<br>(16) | 3.0<br>(47) | 1.1<br>(40)T | 73.7<br>(26)T | 71.7<br>(27) |
| IOWA | NUMBER<br>(RANK) | 20.5<br>( 1) | 62.5<br>(12) | 18.5<br>( 1) | 20.5<br>( 2) | 54.5<br>(15) | 0.0<br>(24) | - | - | - | - | - | - | 2.8<br>(48) | 0.8<br>(45)T | 86.6<br>( 5) | 84.1<br>( 2) |
| KAN. | NUMBER<br>(RANK) | 19.1<br>(12)T | 66.5<br>( 6) | 15.7<br>( 9) | 18.9<br>(10)T | 60.8<br>( 9) | +0.2<br>(19)T | - | - | - | - | - | - | 4.8<br>(38)T | 2.2<br>(29) | 82.1<br>( 9) | 80.7<br>( 7) |
| KY. | NUMBER<br>(RANK) | 18.2<br>(20) | 60.5<br>(14) | 11.3<br>(23) | 17.5<br>(23)T | 55.7<br>(16) | +0.7<br>( 3)T | - | - | - | - | - | - | 7.5<br>(30)T | 1.6<br>(37)T | 67.4<br>(39) | 65.9<br>(38) |
| LA. | NUMBER<br>(RANK) | 17.1<br>(27) | [illegible] | 9.5<br>(26) | 16.7<br>(27) | 68.8<br>( 3) | +0.4<br>(10)T | - | - | - | - | - | - | 3.7<br>(41)T | 0.8<br>(45)T | 60.1<br>(49) | 52.9<br>(51) |
| ME. | NUMBER<br>(RANK) | - | - | - | - | - | - | 896<br>(11) | 59.6<br>(15) | 5.9/16.1<br>(15) | 890<br>( 8) | 47.6<br>(15) | + 6<br>(17) | 7.1<br>(33) | 1.7<br>(32)T | 79.5<br>(13) | 70.1<br>(32) |
| MD. | NUMBER<br>(RANK) | - | - | - | - | - | - | 908<br>( 4)T | 61.6<br>(13) | 8.5/17.7<br>( 4) | 889<br>( 9)T | 50.3<br>(12) | +19<br>( 6) | 15.0<br>( 8) | 7.7<br>( 9) | 74.5<br>(23) | 74.8<br>(19) |
| MASS. | NUMBER<br>(RANK) | - | - | - | - | - | - | 906<br>( 7) | 71.7<br>( 3)T | 8.1/17.5<br>( 5) | 888<br>(11)T | 65.6<br>( 2) | +18<br>( 7)T | 13.8<br>(11) | 7.4<br>(10) | 76.5<br>(20) | 76.6<br>(13) |
| MICH. | NUMBER<br>(RANK) | 18.8<br>(17) | 62.6<br>(11) | 13.9<br>(17)T | 18.7<br>(12)T | 51.6<br>(18)T | +0.1<br>(22)T | - | - | - | - | - | - | 7.5<br>(30)T | 3.2<br>(26) | 62.4²⁰<br>(48) | 71.4<br>(28) |
| MINN. | NUMBER<br>(RANK) | 19.9<br>( 3)T | 44.3<br>(25) | 16.1<br>( 7) | 20.2<br>( 3) | 26.9<br>(28) | -0.3<br>(27)T | - | - | - | - | - | - | 6.0<br>(34) | 1.2<br>(39) | 90.6<br>( 1) | 86.2<br>( 1) |
| MISS. | NUMBER<br>(RANK) | 16.2<br>(28) | 67.5<br>( 4) | 7.4<br>(28) | 15.5<br>(28) | 74.6<br>( 1) | +0.7<br>( 3)T | - | - | - | - | - | - | 3.5<br>(44)T | 0.7<br>(48) | 64.8<br>(44) | 61.3<br>(47) |
| MO. | NUMBER<br>(RANK) | 19.1<br>(12)T | 57.5<br>(16) | 14.8<br>(16)T | 18.7<br>(12)T | 45.3<br>(23) | +0.4<br>(10)T | - | - | - | - | - | - | 3.7<br>(41)T | 1.6<br>(37)T | 74.4<br>(24) | 74.2<br>(21) |
| MONT. | NUMBER<br>(RANK) | 19.9<br>( 3)T | 52.0<br>(21) | 17.2<br>( 3) | 19.5<br>( 6) | 49.5<br>(20) | +0.4<br>(10)T | - | - | - | - | - | - | 3.8<br>(40) | 1.1<br>(40)T | 86.2<br>( 6) | 78.7<br>( 9) |
| NEB. | NUMBER<br>(RANK) | 19.8<br>( 5)T | 67.0<br>( 5) | 16.7<br>( 5) | 19.9<br>( 4) | 73.0<br>( 2) | -0.1<br>(25) | - | - | - | - | - | - | 4.2<br>(37) | 1.7<br>(32)T | 86.7<br>( 4) | 81.9<br>( 6) |
| NEV. | NUMBER<br>(RANK) | 19.0<br>(14) | 44.1<br>(26) | 13.9<br>(17)T | 18.3<br>(18) | 44.5<br>(24) | +0.7<br>( 3)T | - | - | - | - | - | - | 11.5<br>(15) | 1.7<br>(32)T | 72.1²⁴<br>(31) | 64.8<br>(40) |
| N.H. | NUMBER<br>(RANK) | - | - | - | - | - | - | 933<br>( 1) | 70.6<br>( 5) | 8.7/19.3<br>( 1) | 925<br>( 1) | 56.4<br>( 6) | + 8<br>(16) | 10.3<br>(19) | 5.4<br>(16) | 72.7<br>(29) | 77.0<br>(11) |
| N.J. | NUMBER<br>(RANK) | - | - | - | - | - | - | 893<br>(12) | 71.8<br>( 2) | 6.9/16.6<br>(10) | 869<br>(15) | 64.7<br>( 3) | +24<br>( 4) | 10.6<br>(17) | 6.0<br>(13)T | [illegible] | [illegible] |
| N.M. | NUMBER<br>(RANK) | 18.0<br>(22)T | 55.7<br>(19) | 13.1<br>(20) | 17.6<br>(21)T | [illegible] | +0.6<br>(10)T | - | - | - | - | - | - | 8.1<br>(28) | 1.7<br>(32)T | 71.7<br>(32) | 69.4<br>(33) |
| N.Y. | NUMBER<br>(RANK) | - | - | - | - | - | - | 889<br>(14) | 71.7<br>( 3)T | 6.0/16.5<br>(11) | 896<br>( 6)T | 61.6<br>( 4) | -7<br>(22) | 19.3<br>( 4) | 11.3<br>( 2) | 62.9<br>(46) | 63.6<br>(44)T |
| N.C. | NUMBER<br>(RANK) | - | - | - | - | - | - | 841<br>(20) | 60.7<br>(14) | 4.3/10.0<br>(21) | [illegible]<br>(19) | 46.4<br>(18) | +16<br>(10)T | 9.3<br>(24) | 4.6<br>(20)T | 67.0<br>(37)T | 67.1<br>(36) |
| N.D. | NUMBER<br>(RANK) | 18.7<br>(18) | 72.8<br>( 1) | 13.2<br>(18) | 17.8<br>(19) | 64.8<br>( 7) | +0.9<br>( 1)T | - | - | - | - | - | - | 1.4<br>(51) | 0.8<br>(45)T | 88.5<br>( 3) | [illegible]<br>( 3) |
| OHIO | NUMBER<br>(RANK) | 19.3<br>( 9)T | 51.5<br>(22) | 15.2<br>(12) | 19.0<br>( 9) | 49.2<br>(21) | +0.3<br>(16)T | - | - | - | - | - | - | 7.4<br>(32) | 3.7<br>(24) | 82.8<br>( 8) | 77.5<br>(10) |
| OKLA. | NUMBER<br>(RANK) | 18.0<br>(22)T | 56.3<br>(18) | 11.4<br>(22) | 17.6<br>(21)T | 51.4<br>(18)T | +0.4<br>(10)T | - | - | - | - | - | - | 3.7<br>(41)T | 0.9<br>(44) | 72.6<br>(30) | 70.8<br>(30) |
| ORE. | NUMBER<br>(RANK) | - | - | - | - | - | - | 923<br>( 2) | 51.3<br>(20) | 7.6/16.9<br>( 7) | 908<br>( 2) | 41.7<br>(19) | +15<br>( 9) | 10.7<br>(18) | 6.0<br>(13)T | 72.8<br>(28) | 72.6<br>(25)T |
| PA. | NUMBER<br>(RANK) | - | - | - | - | - | - | 886<br>(16) | 62.6<br>(12) | 5.7/13.8<br>(17) | 885<br>(13) | 51.4<br>( 9) | + 1<br>(20)T | 7.7<br>(29) | 4.2<br>(22) | 78.7<br>(15) | 76.0<br>(16) |
| R.I. | NUMBER<br>(RANK) | - | - | - | - | - | - | [illegible]<br>( 9) | 63.8<br>( 9) | 7.2/14.9<br>(16) | 877<br>(14) | 60.7<br>( 5) | +23<br>( 5) | 10.9<br>(16) | 5.9<br>(15) | 69.4<br>(36) | 72.7<br>(24) |
| S.C. | NUMBER<br>(RANK) | - | - | - | - | - | - | 838<br>(22) | 55.4<br>(17) | [illegible]<br>(22) | 790<br>(22) | 48.3<br>(14) | +48<br>( 1) | 17.5<br>( 6) | 3.1<br>[illegible] | [illegible]<br>(46) | [illegible]<br>(42) |
| S.D. | NUMBER<br>(RANK) | 19.8<br>( 5)T | [illegible]<br>( 3) | 16.4<br>( 6) | 19.1<br>( 8) | 61.7<br>( 8) | +0.7<br>( 3)T | - | - | - | - | - | - | 1.9<br>(50) | 0.6<br>(50) | 79.9<br>(12) | [illegible]<br>( 5) |
| TENN. | NUMBER<br>(RANK) | 18.6<br>[illegible] | 65.2<br>( 8) | [illegible] | 17.3<br>[illegible] | 56.3<br>(11)T | [illegible]<br>( 8)T | - | - | - | - | - | - | [illegible]<br>(21) | 4.7<br>(18)T | 67.0<br>(37)T | [illegible]<br>(35) |
| TEX. | NUMBER<br>(RANK) | - | - | - | - | - | - | 879<br>(17) | [illegible]<br>(22) | 5.3/12.7<br>(18) | 868<br>(16) | [illegible]<br>(22) | +11<br>(13) | 6.0<br>(34)T | 1.9<br>(30) | 65.1<br>(43) | [illegible]<br>(43) |
| UTAH | NUMBER<br>(RANK) | 18.9<br>(15)T | 70.1<br>( 2) | 16.2<br>(14) | 18.4<br>(17) | 66.5<br>( 6) | +0.5<br>( 8)T | - | - | - | - | - | - | 27.2<br>( 1) | 11.8<br>( 1) | [illegible]<br>(10) | [illegible]<br>(27) |
| VT. | NUMBER<br>(RANK) | - | - | - | - | - | - | 909<br>( 3) | 67.0<br>( 7) | 7.6/16.9<br>(13) | 906<br>( 3) | 56.2<br>( 7) | + 3<br>(18) | 10.2<br>(20) | 4.1<br>(25) | 78.0<br>(16) | 79.6<br>( 8) |
| VA. | NUMBER<br>(RANK) | - | - | - | - | - | - | 902<br>( 8) | 64.9<br>( 8) | 7.6/16.3<br>( 9) | 888<br>(11)T | 51.0<br>(10) | +14<br>(10)T | 16.2<br>( 7) | 7.1<br>(11) | 74.0<br>(25) | 73.0<br>(22) |
| WASH. | NUMBER<br>(RANK) | -²¹ | - | - | -²¹ | - | - | -²¹ | - | - | -²¹ | - | - | 8.6<br>(25)T | 3.1<br>(27)T | 77.0<br>(17) | 76.1<br>(14)T |
| W.VA. | NUMBER<br>(RANK) | 17.6<br>(26) | 50.5<br>(23) | 9.1<br>(27) | 17.4<br>(25) | 48.5<br>(22) | +0.2<br>(19)T | - | - | - | - | - | - | 4.8<br>(38)T | 0.4<br>(50) | 76.2<br>(21) | 66.3<br>(37) |
| WISC. | NUMBER<br>(RANK) | 20.2<br>( 2) | 50.6<br>(24) | 17.3<br>( 2) | 20.4<br>( 1) | 32.0<br>(26) | -0.2<br>(26) | - | - | - | - | - | - | 3.4<br>(46) | 1.0<br>(42)T | 85.4<br>( 7) | 83.1<br>( 4) |
| WYO. | NUMBER<br>(RANK) | 19.5<br>( 8) | 61.3<br>(13) | 15.6<br>(10)T | 19.2<br>( 7) | 52.2<br>(17) | +0.3<br>(16)T | - | - | - | - | - | - | 3.5<br>(44)T | 1.0<br>(42)T | 88.3<br>( 2) | 73.4<br>(23)T |
|  | NUMBER | 18.8 | - | 14.0 | 18.4 | - | [illegible] | 904 | - | 7.3/17.6 | 893 | - | [illegible] | [illegible] | [illegible] | [illegible] | [illegible] |

# MANCE CHART, 1982 and 1988

| RESOURCE INPUTS | | | | | | | | | | | | STATE REFORMS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| AVERAGE TEACHER SALARY[11] | | PUPIL/TEACHER RATIO[12] | | FEDERAL FUNDS AS PERCENT OF SCHOOL REVENUES | | CURRENT EXPENDITURES PER PUPIL | | EXPENDITURES AS PERCENTAGE OF INCOME PER CAPITA | | EXPENDITURES FOR CLASSROOM TEACHERS AS A PERCENTAGE OF TOTAL CURRENT EXPENDITURES[14] | | MINIMUM COMPETENCY TESTING FOR GRADE PROMOTION AND FOR GRADUATION AND FIRST GRADUATING CLASS ASSESSED[15] | STATE INTERVENTION IN ACADEMICALLY BANKRUPT DISTRICTS AND YEAR IMPLEMENTED[16] | TEACHER INCENTIVES BASED ON STUDENT PERFORMANCE[17] | ALTERNATIVE TEACHER CERTIFICATION OFFERED IN STATE[18] | TEACHERS REQUIRED TO TAKE CERTIFICATION EXAM.: ENTERING AND CURRENT TEACHERS[19] |
| ESTIMATED 1988 | 1982 | 1988 | 1982 | 1987 | 1982 | 1987 | 1982 | 1987 | 1982 | 1987 | 1982 | | | | | |
| (17) | (18) | (19) | (20) | (23) | (24) | (25) | (26) | (27) | (28) | (29) | (30) | (31) | (32) | (33) | (34) | (35) |
| $25,320 (41) | $15,612 (45) | 19.5 (45) | 20.7 (43) | 11.7 ( 4)T | 14.9 ( 2)T | $2,573 (49) | $2,063 (43) | 21.5 (49) | 23.4 (29) | 48.3 ([illegible]) | 39.5 (36) | –<br>GRADUATION(1985) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 40,424 ( 1) | 31,924 ( 1) | 17.3 (29)T | 16.0 ( 9) | 11.7 ( 4)T | 7.3 (26) | 8,010 ( 1) | 6,312 ( 1) | 43.9 ( 1) | 36.2 ( 1) | 33.3 (51) | 32.8 (51) | –<br>– | NO | NO | – | –<br>– |
| 27,388 (22) | 19,211 (21) | 18.6 (30) | 19.8 (37) | 9.0 (13) | 9.3 (16) | 3,544 (35) | 2,462 (33) | 24.8 (32) | 26.0 (25) | 41.2 (25)T | 42.7 (19) | PROMOTION<br>GRADUATION(1976) | NO | PILOT | PROVISIONAL/ INTERNSHIP | ENTERING<br>– |
| 20,340 (50) | 14,304 (50) | 17.1 (24)T | 18.6 (29) | 11.5 ( 7)T | 14.9 ( 2)T | 2,733 (46)T | 1,841 (50) | 25.8 (38) | 21.3 (41)T | 44.4 (10) | 45.1 ( 9) | PROMOTION<br>– | YES (1984) | NO | PROVISIONAL | ENTERING<br>CURRENT |
| 33,159 ( 5) | 22,755 ( 6) | 22.9 (50) | 23.1 (50) | 7.1 (21)T | 9.5 (15) | 3,728 (30) | 2,671 (27) | 20.9 (51) | 20.2 (49) | 36.0 (47)T | 37.1 (46) | PROMOTION<br>GRADUATION(1979) | NO | NO | PROVISIONAL/ INTERNSHIP | ENTERING<br>– |
| 28,651 (17) | 19,577 (17) | 18.0 (35)T | 18.7 (30) | 4.9 (38)T | 5.3 (38)T | 4,147 (18) | 2,914 (17) | 26.6 (21) | 23.0 (31) | 39.5 (37) | 38.0 (39)T | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 33,487 ( 4) | 18,858 (22) | 13.3 ( 1) | 15.0 ( 1)T | 4.4 (45)T | 4.9 (45)T | 5,435 ( 5) | 3,188 ( 9) | 25.6 (27)T | 22.0 (36) | 41.0 ([illegible])T | 41.2 (25)T | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 29,573 (13) | 19,290 (20) | 16.1 (18) | 17.8 (22)T | 7.7 (18) | 10.4 (12) | 4,825 ( 9) | 3,198 ( 8) | 28.9 (13) | 27.0 (11) | 38.6 (41) | 37.4 (43) | –<br>GRADUATION(1981) | NO | PILOT | PROVISIONAL | ENTERING<br>– |
| 34,705 ( 2) | 24,265 ( 3) | 13.9 ( 3)T | 18.5 (26)T | 10.3 (11) | 13.1 ( 6) | 5,742 ( 4) | 3,792 ( 3) | 28.1 (15) | 25.7 (17) | 45.8 ( 3)T | 39.8 (33) | –<br>GRADUATION(1983) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 25,198 (28) | 16,780 (36) | 17.4 (31) | 19.9 (38)T | 7.2 (20) | 8.4 (20)T | 3,794 (25) | 2,643 (34) | 24.3 (36) | 21.6 (40) | 38.8 (40) | 35.4 (49) | PROMOTION<br>GRADUATION(1983) | NO | YES | PROVISIONAL | ENTERING<br>– |
| 26,190 (26) | 16,365 (41) | 18.7 (40) | 18.8 (31)T | 7.1 (21)T | 10.7 (11) | 3,374 (39) | 2,019 (44) | 25.6 (30)T | 20.5 (47)T | 40.6 (32)T | 46.5 ( 5) | PROMOTION<br>GRADUATION(1985) | YES (1988) | YES | PROVISIONAL | ENTERING<br>CURRENT |
| 28,785 (16) | 22,542 ( 7) | 21.6 (49) | 22.7 (48) | 11.8 ( 2)T | 11.7 ( 9) | 3,787 (26) | 2,862 (20) | 24.2 (37) | 26.3 (23) | 33.9 (50) | 38.0 (30)T | –<br>GRADUATION(1985) | NO | NO | – | ENTERING<br>– |
| 22,242 (44) | 16,401 (40) | 20.7 (48) | 20.9 (45) | 8.9 (14)T | 8.2 (24) | 2,585 (48) | 1,945 (45) | 21.8 (47)T | 21.0 (43) | 42.9 (17)T | 43.3 (16) | –<br>– | NO | NO | – | ENTERING<br>– |
| 29,663 (12) | 21,020 (11) | 17.2 (27)T | 18.5 (26)T | 4.5 (48) | 4.5 (48)T | 4,106 (19) | 2,936 (15) | 25.0 (31) | 25.7 (26)T | 45.7 ( 5)T | 44.3 (13) | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 24,881 (25) | 18,636 (24) | 17.9 (32) | 20.0 (40) | 4.9 (38)T | 4.1 (50) | 3,556 (34) | 2,386 (38) | 25.6 (27)T | 22.5 (34) | 43.6 (15) | 44.0 (18) | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 24,867 (30) | 18,270 (26) | 15.6 (14)T | 16.5 (11)T | 5.1 (34)T | 5.2 (41)T | 3,808 (24) | 2,874 (19) | 26.7 (19)T | 26.5 (14)T | 40.6 (32)T | 40.8 (29) | –<br>– | NO | NO | – | –<br>– |
| 24,647 (32) | 16,712 (37) | 15.4 (12) | 15.7 ( 5)T | 4.8 (41)T | 5.3 (38)T | 3,933 (21)T | 2,815 (21) | 26.0 (26) | 25.7 (26)T | 42.7 (19) | 41.9 (22)T | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 24,253 (35) | 17,290 (32) | 18.2 (35)T | 20.8 (44) | 11.6 ( 6) | 14.3 ( 4) | 2,733 (46)T | 1,986 (47) | 22.7 (44) | 20.7 (45) | 49.0 ( 1) | 47.3 ( 2)T | PROMOTION<br>– | YES (1984) | NO | INTERNSHIP | ENTERING<br>– |
| 21,209 (48) | 17,930 (28) | 18.5 (38) | 19.6 (35) | 11.5 ( 7)T | 9.6 (14) | 3,069 (44) | 2,590 (30) | 26.7 (19)T | 25.3 (19) | 40.3 (34) | 38.6 (38) | PROMOTION<br>GRADUATION(1991) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 23,425 (40) | 15,105 (46) | 14.9 ( 7) | 18.0 (24) | 6.4 (26) | 7.9 (25) | 3,850 (23) | 2,221 (41) | 27.6 (16) | 23.2 (30) | 38.3 (43) | 40.5 (30) | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 30,933 ( 8) | 21,120 (10) | 17.1 (24)T | 18.5 (26)T | 5.1 (34)T | 6.6 (30) | 4,777 (10) | 3,234 ( 7) | 26.4 (22)T | 25.4 (18) | 40.1 (35) | 40.1 (31)T | –<br>GRADUATION(1982) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 30,295 (10) | 20,249 (13) | 13.9 ( 3)T | 15.2 ( 3) | 4.9 (38)T | 5.2 (41)T | 5,165 ( 7) | 3,137 (11) | 26.9 (18) | 24.6 (21) | 44.1 (12)T | 47.1 ( 4) | –<br>– | NO | NO | PROVISIONAL/ INTERNSHIP | ENTERING<br>– |
| 32,926 ( 6) | 24,306 ( 2) | 20.1 (45) | 22.9 (49) | 5.9 (31) | 5.5 (37) | 4,353 (14) | 3,140 (10) | 28.3 (14) | 28.3 ( 7) | [illegible] | 36.7 (45)T | –<br>– | NO | NO | – | ENTERING<br>– |
| 29,980 (11) | 19,907 (16) | 17.1 (24)T | 17.1 (16) | 4.2 (49) | 4.7 (47) | 4,180 (17) | 2,983 (18) | 26.2 (24)T | 25.2 (20) | 41.2 (25)T | 41.9 (22)T | –<br>– | NO | NO | – | ENTERING<br>– |
| 20,562 (49) | 16,135 (31) | 18.6 (41) | 19.3 (34) | 10.5 (10) | 18.3 ( 1) | 2,350 (51) | 1,796 (51) | 22.8 (43) | 21.3 (41)T | 45.8 ( 3)T | 45.8 ( 7) | –<br>GRADUATION(1987) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 24,709 (31) | 16,413 (39) | 16.2 (19)T | 17.0 (15) | 6.3 (27)T | 8.4 (20)T | 3,472 (36) | 2,362 (37) | 23.6 (39)T | 21.7 (38)T | 45.6 ( 7)T | 46.0 ( 6) | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 25,798 (38) | 17,778 (29) | 15.8 (16) | 16.5 (11)T | 8.5 (16) | 6.9 (27)T | 4,194 (16) | 2,998 (14) | 34.0 ( 5) | 29.7 ( 4) | 39.0 (39) | 39.6 (34)T | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 22,683 (42) | 16,570 (38) | 15.1 ( 9) | 15.7 ( 5)T | 6.1 (29)T | 6.9 (27)T | 3,756 (29) | 2,704 (24) | 26.2 (24)T | 24.5 (22) | 40.9 (30) | 41.2 (25)T | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 27,680 (21) | 19,940 (14) | 20.2 (46)T | 21.1 (46) | 4.4 (45)T | 5.0 (44) | 3,573 (32) | 2,424 (35) | 21.8 (47)T | 19.4 (50) | 41.6 (23) | 42.3 (20) | –<br>GRADUATION(1982) | NO | NO | – | ENTERING<br>– |
| 24,019 (37) | 14,894 (47) | 16.0 (17) | 16.8 (13)T | 3.4 (51) | 4.2 (48)T | 3,933 (21)T | 2,509 (31) | 22.4 (45) | 21.7 (38)T | 38.2 (44) | 38.9 (37) | PROMOTION<br>– | NO | NO | INTERNSHIP | ENTERING<br>– |
| 30,720 ( 9) | 19,910 (15) | 14.0 ( 5) | 15.9 ( 8) | 4.6 (43)T | 4.9 (45)T | 5,955 ( 3) | 3,674 ( 4) | 29.3 (12) | 26.6 (13) | 35.6 (49) | 36.7 (45)T | –<br>GRADUATION(1985) | YES (1988) | NO | PROVISIONAL | ENTERING<br>– |
| 24,138 (36) | 18,690 (25) | 18.9 (42) | 18.8 (31)T | 12.2 ( 1) | 11.3 (10) | [illegible] (33) | 2,705 (25) | 30.8 (11) | 30.4 ( 6) | 41.0 (27)T | 41.2 (25)T | –<br>GRADUATION(1981) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 34,500 ( 3) | 23,437 ( 4) | 15.2 (10)T | 17.6 (21) | 4.8 ([illegible])T | 5.9 (34) | [illegible] ( 2) | [illegible] ( 2) | 36.1 ( 3) | 33.5 ( 2) | 36.7 (46) | 35.9 (48) | –<br>GRADUATION(1979) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 26,900 (29) | 16,947 (35) | 18.2 (35)T | 19.9 (38)T | 7.9 (17) | 11.9 ( 7) | 3,120 (41) | 2,187 (42) | 23.5 (41) | 22.7 (33) | 43.4 (16) | 43.2 (15) | –<br>GRADUATION(1988) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 21,660 (46) | 17,426 (31) | 15.6 (14)T | 16.8 (13)T | 9.4 (12) | 8.4 (20)T | 3,437 (37) | 2,727 (23) | 26.4 (22)T | 26.8 (16) | 44.2 (11) | 39.6 (34)T | –<br>– | NO | NO | – | –<br>– |
| 27,606 (20) | 18,550 (25) | 18.0 (33)T | 19.7 (36) | 5.5 (33) | 6.3 (31)T | 3,671 (31) | 2,492 (32) | 25.1 (30) | 22.8 (32) | 42.5 (20) | 41.1 (28) | –<br>GRADUATION(1994) | YES (1983) | NO | PROVISIONAL | ENTERING<br>– |
| 21,630 (47) | 16,210 (43) | 16.9 (23) | 17.2 (17)T | 5.6 (32) | 9.2 (17) | 3,099 (42) | 2,673 (26) | 24.7 (33)T | 23.9 (28) | 44.1 (12)T | 37.6 (41) | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 28,060 (19) | 20,305 (12) | 18.3 (37) | 20.3 (41) | 6.6 (25) | 6.9 (27)T | 4,337 (15) | 3,299 ( 6) | 30.9 ( 7) | 31.1 ( 3) | 37.6 (45) | 33.7 (50) | –<br>GRADUATION(1976) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 29,177 (14) | 19,482 (18) | 16.2 (19)T | 17.3 (19)T | 5.1 (34)T | 5.3 (38)T | 4,616 (11) | 3,050 (12) | 30.3 (10) | 26.7 (12) | 39.4 (38) | 40.1 (31)T | –<br>– | NO | NO | INTERNSHIP | ENTERING<br>– |
| 32,838 ( 7) | 21,659 ( 8) | 15.0 ( 8) | 16.1 (10) | 4.5 (44) | 5.1 (43) | 4,985 ( 8) | 3,060 (13) | 32.0 ( 6) | 27.3 (10) | 45.6 ( 7)T | 48.8 ( 1) | –<br>– | NO | NO | PROVISIONAL | ENTERING<br>– |
| 24,403 (34) | 15,619 (44) | 17.2 (27)T | 19.0 (33) | 8.9 (14)T | 10.1 (13) | [illegible] | [illegible] (46) | 27.0 (17) | 21.9 (37) | 44.9 ( 9) | 45.4 ( 8) | PROMOTION<br>GRADUATION(1990) | YES (1983) | YES | PROVISIONAL | ENTERING<br>– |
| 19,790 (51) | 14,717 (48) | 15.3 (13) | 15.8 ( 7) | 11.0 ( 2)T | 11.8 ( 8) | [illegible] | [illegible] | 25.7 (33)T | 25.2 (24) | 41.0 (27)T | 42.8 (18) | –<br>– | NO | NO | PROVISIONAL | [illegible] |
| [illegible] | [illegible] (42) | 19.6 (44) | 20.5 (42) | 11.1 ( 5) | 13.2 ( 5) | [illegible] | [illegible] | 21.9 (46) | [illegible] | 42.9 (17)T | 44.7 (11) | PROMOTION<br>GRADUATION(1982) | NO | YES | – | ENTERING<br>– |
| [illegible] (27) | [illegible] | 17.3 (29)T | 18.4 (23) | 7.1 (21)T | 8.6 (19) | [illegible] | [illegible] | 24.6 (35) | 19.1 (51) | 45.7 ( 5)T | 47.3 ( 2)T | –<br>GRADUATION(1987) | YES (1984) | NO | INTERNSHIP | ENTERING<br>CURRENT |
| [illegible] (43) | [illegible] (27) | 24.7 (51) | 27.4 (51) | 6.1 (29)T | [illegible] | [illegible] | [illegible] | [illegible] | 20.8 (44) | 43.6 (14) | 37.5 (42) | –<br>– | NO | YES | – | –<br>– |
| 24,519 (33) | 14,715 (49) | 13.4 ( 2) | 15.3 ( 4) | 5.1 (34)T | 5.7 (36) | 4,399 (13) | 2,795 (22) | 30.8 ( 8) | 27.6 ( 9) | –** | 34.4 (47) | PROMOTION<br>GRADUATION(1987) | NO | NO | PROVISIONAL | –<br>– |
| 27,195 (23) | 17,088 (34) | 16.3 (32) | 17.0 (22)T | –** | 8.4 (20)T | 3,700 (28) | 2,384 (36) | 22.9 (42) | 20.3 (47)T | 42.3 (20) | 41.0 (26)T | –<br>GRADUATION(1981) | NO | NO | PROVISIONAL | ENTERING<br>– |
| 28,217 (18) | 22,954 ( 5) | 20.2 (46)T | 21.7 (47) | 6.3 (27)T | 6.0 (33) | 3,944 ([illegible]) | [illegible] | [illegible] | [illegible] | 36.0 (47)T | 43.0 (16)T | –<br>– | NO | NO | – | ENTERING<br>– |
| 21,736 (45) | 17,129 (33) | 13.2 (10)T | 17.3 (19)T | 7.5 (19) | 8.7 (18) | 3,704 (27) | [illegible] | 34.3 ( 4) | 28.9 ( 5) | 40.0 (36) | 41.4 (24) | –<br>– | YES (1989) | NO | PROVISIONAL/ INTERNSHIP | ENTERING<br>– |
| 29,122 (15) | 19,387 (19) | 16.2 (19)T | 17.2 (17)T | 4.7 (48) | 5.8 (35) | [illegible] (12) | 2,935 (16) | 30.7 ( 9) | 26.5 (14)T | 42.4 (21) | 42.2 (21) | PROMOTION<br>– | NO | NO | – | ENTERING<br>– |
| 27,134 (24) | 21,249 ( 9) | 14.3 ( 6) | 15.0 ( 1)T | 3.7 (50) | 3.2 (51) | 5,201 ( 6) | 3,417 ( 5) | 40.9 ( 2) | 27.9 ( 8) | 41.3 (24) | 44.6 (12) | –<br>– | NO | NO | – | –<br>– |
| [illegible] | [illegible] | 17.6 | 18.9 | 6.4 | 7.4 | [illegible] | [illegible] | [illegible] | 23.7 | [illegible] | [illegible] | | | | | |

SOURCE: U.S. Education Department

# Witnesses Cite Shortcomings of Drug Rehabilitation

WASHINGTON—Economic and cultural barriers prevent many teenage drug abusers from getting the rehabilitative help they need, witnesses told a Senate panel last week.

Testifying before the Senate Subcommittee on Children, Family, Drugs, and Alcoholism, drug experts said there were not enough slots in drug-rehabilitation programs to serve all the teenagers who need such treatment. Federal officials say there are only 250,000 spaces available each year to serve the estimated 6 million adolescents and adults who need help with their drug problems.

Witnesses pointed out that many adolescents who could benefit from such services come from families that lack health insurance. Moreover, most health-insurance policies do not pay for the prolonged care that many of the teenagers require, the experts said.

Those testifying also argued that many minority teenagers with drug problems are distrustful of the health-care system and may not feel comfortable being treated by members of other racial or ethnic groups.

"Blacks may be skeptical of being treated by white professionals, Hispanics by blacks, Haitians by Asians, who do not understand 'where they are coming from,' " said Elaine Johnson, director of the Office of Substance Abuse Prevention at the National Institute on Drug Abuse.

She said her office, for the first time, is funding a program that looks at such ethnic differences. Previous projects, she said, have studied white, middle-class adolescents. —E.F.

## Footnotes to 'Wall Chart'

*Editor's note: Some footnotes have been left off this list because space limitations necessitated the omission of some columns from the chart on the preceding pages.*

[1] Each state's score is shown in the column that designates either the American College Testing Program or the Scholastic Aptitude Test taken by most college-bound high-school students in the state.

[2] Rankings are explained in the following list. A "T" designates a tie.

Column 1: From highest (1) to lowest (28) 1988 A.C.T. score.
Column 2: From highest (1) to lowest (28) percentage.
Column 3: From highest (1) to lowest (28) percentage.
Column 4: From highest (1) to lowest (28) 1982 A.C.T. score.
Column 5: From highest (1) to lowest (28) percentage.
Column 6: From largest increase (1) to largest decrease (28) in scores between 1982 and 1988.
Column 7: From highest (1) to lowest (22) 1988 S.A.T. score.
Column 8: From highest (1) to lowest (22) percentage.
Column 9: From highest (1) to lowest (22) percentage.
Column 10: From highest (1) to lowest (22) 1982 S.A.T. score.
Column 11: From highest (1) to lowest (22) percentage.
Column 12: From largest increase (1) to largest decrease (22) in scores between 1982 and 1988.
Columns 13 & 14: From highest (1) to lowest (51) Advanced Placement rate.
Columns 15 & 16: From highest (1) to lowest (51) graduation rate.
Columns 17 & 18: From highest (1) to lowest (51) salary.
Columns 19 & 20: From highest (1) to lowest (51) ratio.
Columns 23 & 24: From highest (1) to lowest (51) percentage.
Columns 25 & 26: From highest (1) to lowest (51) expenditure.
Columns 27 & 28: From highest (1) to lowest (51) percentage.
Columns 29 & 30: From highest (1) to lowest (51) expenditure rate.

[3] A.C.T. scores and the percentages of graduates taking the exam may not be strictly comparable between 1988 and 1982. The 1988 scores and numbers of test-takers represent data for students who took the A.C.T. exam as seniors, and for those who took the test as juniors but did not take it again when they were seniors. The 1982 scores and numbers of test-takers included all test-takers.

[4] The 1988 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1988 A.C.T. or S.A.T. test-takers by the total number of 1987 public and 1980 private high-school graduates. The number of 1988 public high-school graduates was not available, nor were the later data on private high-school graduates.

[5] The 1988 percentage of A.C.T. test-takers scoring 26 and above was calculated by dividing the number of students scoring 26 and above by the total number of A.C.T. test-takers.

[6] The 1982 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1982 A.C.T. or S.A.T. test-takers by the number of 1982 public and 1980 private high-school graduates.

[7] The percentage of S.A.T. test-takers scoring 600 or above on the verbal and math test components was calculated as the percent of all test-takers scoring 600 or above on each component. Data showing those scoring 600 or more on both test components are not available. The ranking is based on the sum of the percent of the verbal and math test-takers scoring 600 or above.

[8] The 1988 advanced-placement candidates as a percentage of graduates was calculated by dividing the total number of 1988 advanced-placement candidates by the number of 1987 public high-school graduates and 1980 private high-school graduates. The number of 1988 public high-school graduates was not available, nor were the later data on private high-school graduates.

[9] The 1982 advanced-placement candidates as a percentage of graduates was calculated by dividing the total number of 1982 advanced-placement candidates by the number of 1982 public high-school graduates and 1980 private high-school graduates.

[10] Graduation rates are for public schools only because recent data on private high-school graduates were not available by state. The adjusted graduation rate was calculated by dividing the number of public high-school graduates by the public 9th-grade enrollment four years earlier. Ninth-grade enrollments include a prorated portion of the secondary-school students who were unclassified by grade. Graduation rates were also corrected for interstate population migration. Information on the number of persons of graduating age receiving G.E.D.'s is not currently available.

[11] Average annual salaries of all public-school teachers. Preliminary N.E.A. estimates for the 1988-89 school year are reported separately.

[12] The pupil/teacher ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent teachers.

[14] Expenditures for classroom teachers as a percent of total current expenditures were calculated by multiplying the number of classroom teachers by average teacher salaries and dividing the resulting figure by total current expenditures.

[15] States classified as having mandated minimum competency testing for grade-level promotion and/or for graduation include those where either the state or local school districts have set standards. A dash indicates that the state does not have minimum competency testing for graduating classes and/or for grade-level promotion.

[16] States classified under this category have policies to intervene in school districts where students are performing below levels specified by the state.

[17] States classified as having student performance-based programs include those that have implemented programs, funded pilot or local programs, or established mechanisms for such programs as of December 1988. A dash indicates that the state does not offer student performance-based programs.

[18] States classified as offering alternative teacher certification have programs to attract qualified candidates into teaching by modifying traditional teacher-training requirements. A dash indicates that the state does not offer alternative teacher certification. The types of certification indicated are:

Provisional: States provide this temporary certification to teachers who teach while concurrently completing state requirements for teacher certification (e.g. additional coursework, seminars, etc.).

Internship/apprenticeship: States provide this certification to candidates who meet minimum requirements (e.g. bachelor's degrees and/or other subject-area requirements). Experienced teachers assist these interns, who at the end of a specified length of time become certified.

[19] This column indicates that an examination is required for new teacher and current teacher certification in each state. A dash indicates that the state lacks examination provisions for new or current teacher certification.

[21] Washington state administers its own college-entrance examination tests. Consequently, the percentage of A.C.T. or S.A.T. test-takers is too low to classify Washington as either an A.C.T. or S.A.T. state.

[22] Alaska had a higher percentage of test-takers for S.A.T. than A.C.T. in 1988; however, it is reported as an A.C.T. state in order to maintain comparability with 1982 scores and percent of high-school graduates taking the test.

[23] Federal funds data for 1987 and 1986 for Virginia were not available. However, 1985 data were used in the calculation of the rankings to maintain comparability among the states.

[24] The number of Michigan's public high-school graduates for 1986-87 was obtained from the National Education Association's *Estimates of School Statistics, 1987-88* and after consultation with the State Education Agency. The number of public high-school graduates for 1986-87 for Nevada was obtained from the Nevada State Education Agency.

[25] The number of classroom teachers in 1987-88 for Georgia reported to N.C.E.S. included continuing-education teachers. Revised data were obtained from the State Education Agency.

[27] The number of Vermont's teachers for 1987 was not available. However, 1986 data were used in the calculation of the rankings to maintain comparability among the states.

## Year and Sources of Data

*Editor's note: Columns 21 and 22 were omitted from the chart on the preceding pages because of space limitations.*

| | |
|---|---|
| Column 1 | Individual State Education Agencies |
| Column 2 | Individual State Education Agencies; National Center for Education Statistics, Office of Educational Research and Improvement, U.S. Education Department, *Digest of Education Statistics, 1988*; N.C.E.S., unpublished preliminary data |
| Column 3 | Individual State Education Agencies |
| Column 4 | Individual State Education Agencies |
| Column 5 | Individual State Education Agencies; N.C.E.S., *Digest of Education Statistics, 1988*; N.C.E.S., unpublished revised data |
| Column 7 | The College Board |
| Column 8 | The College Board; Individual State Education Agencies; N.C.E.S., *Digest of Education Statistics, 1988*; N.C.E.S., unpublished preliminary data |
| Column 9 | The College Board |
| Column 10 | The College Board |
| Column 11 | The College Board; N.C.E.S., *Digest of Education Statistics, 1988*; N.C.E.S., unpublished revised data |
| Column 13 | The College Board; N.C.E.S., unpublished preliminary data |
| Column 14 | The College Board; N.C.E.S., *Digest of Education Statistics, 1988* |
| Column 15 | N.C.E.S., unpublished preliminary data; U.S. Bureau of the Census, provisional unpublished data; Individual State Education Agencies; National Education Association, *Estimates of School Statistics, 1987-88* |
| Column 16 | N.C.E.S., unpublished preliminary data; U.S. Bureau of the Census, unpublished data |
| Column 17 | N.E.A. research division, *Rankings of the States, 1988*; March 24, 1989 N.E.A. press release |
| Column 18 | N.E.A. research division, *Estimates of School Statistics* data file |
| Column 19 | N.C.E.S., unpublished preliminary data; Individual State Education Agencies |
| Column 20 | N.C.E.S., *Digest of Education Statistics, 1987* |
| Column 23 | N.C.E.S., unpublished preliminary data |
| Column 24 | N.C.E.S., unpublished revised data |
| Column 25 | N.C.E.S., unpublished preliminary data |
| Column 26 | N.C.E.S., unpublished revised data |
| Column 27 | N.C.E.S., unpublished preliminary data; U.S. Bureau of Economic Analysis, September 1988 press release |
| Column 28 | N.C.E.S., unpublished revised data; U.S.B.E.A., *Survey of Current Business*, August 1987, table 1 |
| Column 29 | N.E.A. research division, *Rankings of the States, 1988*; N.C.E.S., unpublished preliminary data |
| Column 30 | N.E.A. research division, *Estimates of School Statistics* data file; N.C.E.S., unpublished revised data |
| Column 31 | Education Commission of the States, Clearinghouse Notes, November 1985; Individual State Education Agencies |
| Column 32 | E.C.S., Clearinghouse Notes, November 1985; Individual State Education Agencies |
| Column 33 | Southern Regional Education Board, "Is Paying for Performance Changing Schools?", *Career Ladder Clearinghouse*, December 1988 |
| Column 34 | American Association of Colleges for Teacher Education, State Issues Clearinghouse, *Teacher Education in the States: 50-State Survey of Legislative and Administrative Action*, June 1988 |
| Column 35 | A.A.C.T.E., State Issues Clearinghouse, *Teacher Education in the States: 50-State Survey of Legislative and Administrative Action*, June 1988 |

Department's note: All series have been updated using the most recent data available. The data reported in the columns of the 1988 chart may vary slightly from those reported in previous charts.

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ADVERTISEMENT

# Where We Stand

**by Albert Shanker**

**President, American Federation of Teachers**

(NY Times Column, Sunday, March 12, 1989)

*European vs. U.S. Students*

## Why Are We So Far Behind?

Last week I reviewed some sad facts about American education. In addition to the problems of dropouts and those who are "at risk," we're facing another major problem: We're only producing a very small percentage of students who can really do college-level work. According to reports issued by the National Assessment of Educational Progress (NAEP), only 2.6% of our graduating high school seniors can write a really good letter, 6% solve a two-step arithmetic problem and 5% read and understand a short, complex article. And these percentages apply only to the 75% who are still in school and have not dropped out.

It's difficult to make international comparisons, but 17-27% of the students in the United Kingdom, Germany and France meet the standards set by those nations' national entrance examinations and assessments, which are much more demanding than the toughest in our NAEP assessments. The problem this poses for the U.S. was illustrated by a front-page story in the April 18 *Wall Street Journal* headlined, "Costly Export: Reverse 'Brain Drain' Helps Asia but Robs U.S. of Scarce Talent." Until now, the U.S. has compensated for its failure to produce enough engineers, mathematicians and scientists by employing foreign students who came here to study. But now, many of these countries, like Korea, are luring their scientists back because of the improvements back home and the opportunity to be in at the beginning of major technological development. Many U.S. companies are heavily dependent on their foreign engineers and scientists, who in some cases constitute over 25% of their scientific staff. In the future, the U.S. may have no choice but to produce its own.

Why is the U.S. in such bad shape? Why are we so far behind other western industrial countries in developing top talent? It's not possible to pinpoint exact "causes," but it's easy to see some of the key differences between our schools and theirs. Here are some important ones:

*School boards vs. professionals.* Only the U.S. has local school boards as we know them. The U.S. is the only place where a superintendent must face the school board in a public meeting every week or two and answer for any mishap that has occurred in the school. It is the only place where the school superintendent must manage a system and try to protect his job by maintaining majority support on the school board. In European systems, although elected officials are of course ultimately responsible to the public, school managers have much more freedom to run the schools without such direct and constant oversight.

*Testing.* The U.S. is the only country that places such great emphasis on standardized tests. Some countries don't use them at all. European students spend lots of time writing essays and essay answers while U.S. students spend time learning how to do well on multiple-choice tests.

*Staff status and quality.* Principals, teachers and superintendents are selected from the ranks of the college graduates of each country. In the European countries, college admission standards are high, which means that the quality of all their entrants and graduates is equal to our very best students.

*College Admission Standards.* Students in European schools work hard. Why? Because it makes a difference. If you don't do exceptionally well, you don't get into college. If you don't get good grades and take tough courses, you're less likely to get a job, or if you do get one, it will be at lower pay. In the U.S., almost anyone who wants to get into college can find one that will accept him. For those who don't go on to college, the only thing that counts with employers is the high school diploma — not what courses were taken or grades received.

*Tracking.* All European schools teach kids the way we do. The teachers give lessons by lecturing to the kids most of the time. What's different is the way the children are grouped. At a pretty early age, the Europeans separate kids into a number of groups. Those who can sit, listen, answer questions, retain what they hear and read and can follow at the fast rate what the teacher is saying are put into the top group. Those who can't follow as fast, sit still as long, or retain as much are given a slower and different program. A third, and bottom group, is given less talk and reading and more to do with their hands. In other words, the schools have three different systems rigidly in place; students are sorted out and placed in accordance with how well they fit the three systems.

In the U.S., we don't like tracking. It labels kids at an early age. The labels could be mistaken. And it violates our belief that schools should be a place where different kinds of kids mix. But what do we provide for all these kids who are mixed together? A version of the same education that Europeans have for their elite. Not at the same pace, of course, or many would fall behind.

Kids are different in many ways. Both Europeans and Americans acknowledge that. European schools take this into account by tracking kids — putting different kids in different programs and classes. American schools, if they want to preserve the ideal of mixing kids, should develop educational programs within classrooms and schools that allow students to learn at different rates and in different ways. But we don't. We just mix the kids and try to use the same methods used for the European elite on all our kids. When it doesn't work, we slow the pace and dilute the content. The result is a system that doesn't work for either the kids at the top or the bottom. There's no way you can take the total range of kids in a grade and give them the same lesson and the same reading assignments without boring some or baffling others.

So there's the dilemma. You can't successfully teach a classroom full of mixed-ability kids by using traditional methods. On the other hand, the early and substantial tracking employed by the Europeans — while it seems to be one of the factors that contributes to their superior results — flies in the face of our cultural values. The only way out of this dilemma is to develop schools that do things differently ... ways of teaching and learning and grouping that will achieve results that are equal to or better than those achieved by separating kids by "ability."

Reader correspondence is invited. Address your letters to Mr. Shanker at the AFT, 555 New Jersey Ave, N.W., Washington, D.C. 20001.

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# EDUCATION WEEK

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The Philadelphia Inquirer

**Asbestos worker enters a classroom at the Baldy Middle School in Philadelphia.**

## Questions Linger On Quality of Asbestos Efforts

**By Ellen Flax**

Despite a tight deadline and a shortage of funds, most schools—including the vast majority of public schools—have had their buildings inspected for asbestos and have submitted management plans to state authorities by May 9 as required by the Congress, officials involved in the process said last week.

But the vast and complicated enforcement machinery set up under the federal law has bogged down at the state level, where much of the oversight responsibility was placed, a wide variety of public officials, educators, and asbestos experts agreed in interviews.

State officials engulfed by the paperwork submitted by schools have been unable to even cursorily check its quality, answer technical questions, or meet their own deadlines, the observers said. One called the states' performance "an atrocity."

The bottleneck raises doubts, they said, about the ability of the states and the U.S. Environmental Protection Agency to monitor schools' management plans closely enough to spot potential flaws.

This is especially worrisome because school officials are legally required by the Asbestos Hazard Emergency Response Act to follow their management plans, the observers said.

"You have school districts with a false sense of security," said William "Chip" D'Angelo, president of Kaselaan and D'Angelo, one the nation's largest asbestos-consulting firms. "Yet no one is really capable of checking out the quality of that work."

More stringent than any previous federal asbestos law, the 1986 measure originally required all public and private schools to inspect their buildings for both friable and nonfriable asbestos and to submit management plans to state authorities by last October. Schools were only allowed to hire consultants that had passed an E.P.A.-accredited course.

After education groups complained that

*Continued on Page 18*

## Early Retirement: Teachers Win Benefits With 'Political Muscle'

**By Ann Bradley**

Faced last year with the prospect of layoffs due to budget cuts, teachers in Minneapolis negotiated a provision into their contract that would allow teachers with 15 years of experience to retire at the end of this school year, with substantial salary bonuses.

As with early-retirement incentives in school districts and states nationwide, the Minneapolis plan appeared to offer something for everyone. District officials said that retiring highly paid teachers presented an opportunity both to save money and to hire more minority teachers. And union leaders said the option would give their members a professional reward.

But critics say early-retirement plans—lobbied hard for by local and state teachers' unions—may be shortsighted, given the projected national teacher shortage, questions over the financial impact of the plans, and uncertainty over how many teachers actually will elect to retire early.

The teachers' unions argue that the option to retire before age 65 is a benefit common to the business world, and that having the option to bow out early gives teachers a much-needed lift. They also have promoted the plans as tools for improving the academic climate by giving dispirited teachers a way out of the classroom.

An early-retirement bill supported by the Texas State Teachers Association was expected to take effect this week. In South Carolina, where an early-retirement bill now is pending, and in Wiscon-

*Continued on Page 20*

## Final Chapter 1 Rules Ask the States To Set 'Standards' on Pupil Progress

**By Julie A. Miller**

WASHINGTON—The Education Department has issued long-awaited final regulations for the Chapter 1 compensatory-education program that provide some protections for local autonomy, while still giving states substantial authority over local programs.

Groups representing state and local officials expressed satisfaction with the compromise last week. But advocates for parent groups said they were considering a lawsuit over aspects of the rules that they contend violate the 1988 reauthorization law the regulations were designed to implement.

The final rules, published in the May 19 *Federal Register*, include many substantive changes from the proposed regulations issued in October. The most significant alterations involve controversial new program-improvement requirements.

The core dispute, which first arose during Congressional debate on the reauthorization measure, is how much authority state officials will have to intervene in local programs.

The statute requires school districts to assess their Chapter 1 programs annually and draft "improvement plans" for those programs that do not show sufficient gains

*Continued on Page 19*

## Teachers Accept 3-Year Contract In Los Angeles

### *Union, Board Settle On 24 Percent Raise*

**By Lynn Olson**

Los Angeles teachers returned to school Friday, following the approval of a three-year contract that will provide them with a substantial salary increase and a much greater say in how their schools are run.

The agreement ended a bitter, 11-day strike in the nation's second largest school district that had kept many of the city's 594,802 students out of class.

Representatives from the school board and United Teachers of Los Angeles expressed relief that the strike was over and said they were generally pleased with the contract's terms, despite concessions on both sides.

"I'm just thrilled about the settlement," said Roberta L. Weintraub, president of the school board.

And Don Schrack, a spokesman for the union, said, "I don't see how anyone could view it as anything but a great victory for U.T.L.A."

The agreement will provide teachers with an 8 percent pay hike in each of its three years, beginning in 1988-89. During the life of the contract, salaries for beginning teachers will jump from $23,440 to more than $29,500. Top salaries for teachers with a doctorate degree will climb from $40,871 to nearly $54,000.

In addition, a school-based-management plan will go into effect immediately that will provide teachers with a dramatic gain in authority over how their schools operate.

Under the plan, each school must establish a school-site council, half of whose

*Continued on Page 19*

## Black Community Must Press for Reforms, Black Scholars Assert

**By William Snider**

WASHINGTON—A group of prominent black scholars has challenged the black community to act in concert to exert pressure on the public schools to meet the needs of black children, particularly those from economically deprived environments.

"The improvement of public education must be the principal objective of the black community in the next decade," the scholars argue in an essay entitled "Visions of a Better Way: A Black Appraisal of Public Schooling." The document was released last week at a press conference here.

"We can meet the challenge of ensuring a world-class education for our children only through political activism," the authors say. "All segments of the black community must demand that the schools have the staff, policies, and resources necessary to their tasks."

The report draws upon recent research to chronicle the current failings of the public schools and to illustrate concrete ways that positive changes can be accomplished.

The essay was issued by the Committee on Policy for Racial Justice, a group of 29 black scholars that includes Derrick Bell, professor of law at Harvard University; Mary Frances Berry, professor of American social thought and history at the University of Pennsylvania; James P. Comer, professor of child psychiatry at Yale University; Marian Wright Edelman, president of the Children's Defense Fund; and Eleanor Holmes Norton, professor of law at Georgetown University.

*Continued on Page 22*

## Also in the news

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Reform-laden teachers' contract includes site-based management.
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**N.Y. 'Equity Grants'**
Catholic officials outline urban voucher plan for disadvantaged youths.
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**'Training Wage' Furor**
Is it, for youths, a route to more jobs or to a 'two-tiered system'?
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## IN SUMMARY

**Chicago Reform Panel**
Mayor Richard M. Daley of Chicago last week named a teacher, two parents, and several school and community activists to lead the city's school system as it undergoes a radical restructuring. **Page 5.**

**Arts-Education Strategy**
A skeptical review from its new advisory panel on arts education may lead the National Endowment for the Arts to rethink its plan to give schools money for development of model curricula. **Page 6.**

**Nursery-School 'Agony'**
Faced with a flood of applications that far exceeded the available space, the Dalton School, an elite independent school in New York City, has decided to drop its nursery-school program. **Page 7.**

**Boost for Open Enrollment**
Despite objections from rural-school leaders, Nebraska last week followed the lead of three other states in establishing a "choice" system allowing student transfers across school-district lines. **Page 8.**

**Liable for Trouble?**
A state court in California last week heard an appeal in a closely watched Oakland case that seeks to test schools' liability for campus violence under a unique constitutional provision. **Page 10.**

**'Honoring' Education's Friends**
Disclosure forms filed by members of the Congress show that education groups are not averse to paying honoraria to legislative allies, but that they are not key sources of outside income. **Page 13.**

**Environmental-Education Plans**
Experts say the new federal interest in supporting environmental-education programs has to be channeled into workable plans that do not duplicate past mistakes. **Page 15.**

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# ACROSS THE NATION

## STATES

### Iowa Court Orders Schooling For Home-Educated Retarded Boy

In a case being watched closely by home educators, the Iowa Supreme Court has ordered the parents of a mentally retarded 11-year-old boy to enroll him in school.

The court left open the possibility that the child could be taken from the custody of his parents if they refused to send him to school.

The boy, who is mildly to moderately retarded, has been receiving instruction from his mother, a certified teacher, at their home on an Indian reservation near Tama.

State officials determined, however, that the youth was not progressing at home and needed to attend special-education classes at school. When the parents refused, they were convicted on charges of violating the state's compulsory-attendance law.

While the conviction is on appeal, the parents have continued to keep the child at home. So officials decided to move under child-custody laws, which can lead to termination of parental rights.

In its decision this month, the court agreed that the boy's needs were not being met. "A child's best interests include not only proper care and treatment, but also education," it ruled. "If the parents demonstrate continued resistance to in-school teaching, the juvenile court should then consider placement outside the home."

Some home-schooling advocates have expressed concern that the state may begin to move against parents through juvenile-court proceedings, which are closed to the public, rather than by prosecution under compulsory-attendance laws, which can lead to highly publicized trials.

A one-year moratorium on compulsory-education prosecutions expires this summer.

## DISTRICTS

### Kentucky Parents Seek To Block School Near Toxic-Waste Site

A group of parents in Ohio County, Ky., has announced plans to boycott a proposed new school that they say will be built too close to a toxic-waste dumping site.

Peggy L. Haynes, president of Concerned Citizens for a Safe School Site, said last week that nearly 600 parents in the rural community had agreed to keep their children out of the school.

The parents are concerned that the school site is less than two miles from old coal mines where aluminum companies have buried wastes that emit toxic ammonia fumes when exposed to water.

Art Williams, a spokesman for the state natural-resources agency, conceded that the fumes may cause some irritation, but said the site has not been found to be a health hazard. Although the state plans to clean up the dump site, there is no reason to halt construction of the school, he said.

The U.S. Environmental Protection Agency has placed the dump site on the priority list for cleanup aid under the Superfund program.

Ms. Haynes argued that the school board's action on the building plans was politically influenced, since the district superintendent owns a farm adjacent to the planned site. But a spokesman for the district denied any impropriety.

The board is expected to vote on opening up contract bidding for the project next month, with construction scheduled to be completed by 1990.

■ **District of Columbia vocational schools will offer academic instruction in an attempt to keep students from skipping classes,** the school board has decided.

The board voted this month to have the seven schools, which currently offer only half-day vocational programs, provide academic courses as well.

Under the present system, many students attend their academic classes at the city's 13 regular high schools, but skip their afternoon vocational classes, a district spokesman explained.

■ **Wyandotte, Mich., school officials have stopped assigning developmentally disabled students to scrub floors in the homes of parents and teachers** after two mothers filed a lawsuit calling the practice "child slavery."

Sandra Adkins and Laura Murphy, whose daughters attend the district's Downriver Regional Training Center, contended in court this month that, while they had given permission for their children to gain work experience in a clothing store, they had no idea that the youths were being taken from class to do unpaid housework as well.

Michael Williamson, superintendent of the suburban Detroit district, said that the house-cleaning duties—usually in the homes of senior citizens—were an important part of the school's work-experience efforts.

"It's been a very successful program in moving youngsters with significant handicapping conditions to a high level of independence," Mr. Williamson said. Faculty homes were being used, he explained, because no senior citizens had volunteered recently for the program.

■ **Candidates for the leadership of the nation's largest school system will be screened by an eight-member search committee** formed by the New York City Board of Education.

The committee will seek a successor for the late Richard R. Green, the schools chancellor who died unexpectedly this month after only 14 months on the job.

The panel will be headed by Albert G. Bowker, a former chancellor of the City University of New York, who also led the committee that found Mr. Green.

The board also voted to name Bernard Mecklowitz, a former community district superintendent, as interim chancellor for the system until the end of the year.

Mr. Mecklowitz has announced that he will not seek the chancellorship, which is expected to go to a member of a minority group.

■ **Three Brooklyn, Ohio, school officials have been indicted for failing to report to police a woman's allegation that she had been sexually abused by a teacher when she was a high-school student more than a decade ago.**

In a 1988 phone call to the high school's principal, the woman, now 31, charged that Kenneth Konicek, a band director, had abused her in the 1970's, said Thomas J. Sammon, an assistant county prosecutor.

A Cuyahoga County grand jury this month indicted the school's principal and athletic director and the district superintendent for the misdemeanor of failing to report a felony.

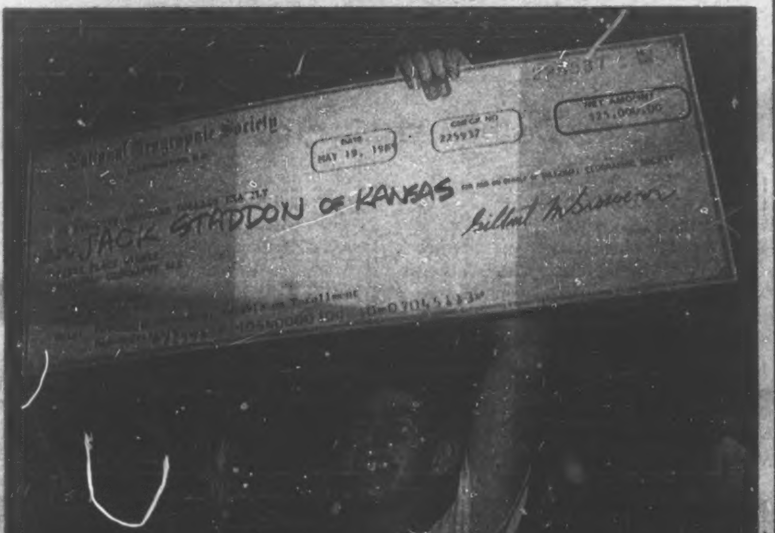
Although none of the officials held their present positions at the time of the alleged incident, they still had an obligation to report the allegations, Mr. Sammon said.

But William D. Beyer, a lawyer for the superintendent, called the indictments "a matter of Monday-morning quarterbacking as to what someone should have done with the limited amount of information being given and the circumstances under which it was given."

Mr. Konicek resigned last month after pleading guilty to sexual battery and now awaits sentencing.

The school board has not acted against the superintendent and principal, who are scheduled for arraignment this week. The athletic

### Geography Pays Off



AP/Wideworld

Jack Staddon, a 15-year-old student from Great Bend, Kan., proudly displays a replica of the $25,000 scholarship he will receive for winning the first National Geography Bee. The competition was sponsored by the National Geographic Society.

director, who has also been indicted on unrelated sexual-assault charges, has taken a voluntary leave of absence.

■ **The Philadelphia schools cannot enforce a century-old state rule barring teachers from wearing religious dress or emblems,** a federal judge has declared.

U.S. District Judge James McGirr Kelly said this month that the rule violates the Civil Rights Act of 1964, which requires a "reasonable accommodation" of employees' religious beliefs.

The judge ordered the district to pay $5,315 in back wages and interest to Delores Reardon, a former substitute teacher who said she was denied assignments because she wore a headpiece mandated by her Islamic faith.

■ **Salt Lake City students would be killed during a major earthquake because some school buildings would collapse,** a study commissioned by the district has concluded.

The study found that most parts of the city's public high schools and 10 of its elementary schools would pose a "high life hazard," while most sections of 12 other elementary schools and all 4 intermediate schools would pose "appreciable life hazards."

■ **Roman Catholic parents should not let their children attend AIDS-education lessons offered by Boston public schools,** Cardinal Bernard F. Law urged parishioners last week.

The district's AIDS curriculum, which stresses abstinence but includes information about condoms, "presents various issues of sexual behavior in a valueless, amoral context," he wrote.

District policy allows parents who object to the classes for 7th- to 12th-grade students to have their children exempted from the lessons.

## PEOPLE

■ **John W. Porter** has accepted a one-year contract as interim superintendent of the Detroit school system.

Observers described the move this month as a victory for the slate of school-board members elected last fall on a promise to lead the district in a new direction. Veteran members had opposed Mr. Porter's candidacy.

John W. Porter

The new superintendent's first task will be to devise a $50-million deficit-reduction plan for the district. The board has dropped plans to ask voters in June to approve a levy increase and bond referendum that could have erased an estimated $151-million deficit.

A former state superintendent of instruction in Michigan, Mr. Porter has been serving as vice president of the National Board for Professional Teaching Standards.

■ **S. John Davis** announced last week that he will step down as Virginia's superintendent of public instruction after the state's next governor takes office in January.

Mr. Davis, 61, has held the state superintendency since 1979, when he was chosen for the post by Gov. John N. Dalton. Prior to his appointment, he served for nine years as superintendent of the Fairfax County public schools.

Mr. Davis said he was timing his retirement to permit the successor to Gov. Gerald L. Baliles, who cannot seek a second consecutive term, to pick his replacement. He said he has not yet decided whether he will remain in education.

■ **Students from Mississippi and Georgia** have won a national contest to christen the space shuttle that will replace the ill-fated Challenger.

The winners, selected by President Bush from a field of 111 state finalists, suggested the name Endeavour, after the sailing vessel used by the 18th-century explorer James Cook to chart the Pacific Ocean.

The class of gifted 5th-grade students at Senatobia Middle School in Mississippi, guided by Martha Riales, and a team of high-school students from Georgia's Tallulah Falls School, under the direction of Martha Cantrell, received their awards at a White House ceremony this month.

The Council of Chief State School Officers and the National Aeronautics and Space Administration sponsored the competition to fufill a Congressional mandate that the nation's schoolchildren name the Challenger's replacement.

Students had to involve teachers, parents, and members of their community in a research project to support their nomination.

## My Dinner With Andre's Teacher

A Denver businessman is betting that gastronomy can produce harmony, insofar as parent-teacher relations are concerned.

Seeking a way to encourage parental involvement at Jose Valdez Elementary School, a largely Hispanic school located near the offices of his television-production company, Philip R. Garvin has come up with a novel approach: paying for each 1st-grade teacher to take pupils and their parents to dinner at a local restaurant.

Mr. Garvin gave each of the school's six 1st-grade teachers $1,000 to compensate them for the extra work, along with $4,000 to pay for the food.

The meals have given teachers a chance to spend a few relaxed hours with parents, said Josie Garcia, a bilingual teacher who has attended 15 dinners this year.

"The parents came from Mexico to give their children a better chance, and they just need to be motivated and encouraged," she observed.

Mr. Garvin said his culinary generosity was an attempt to "create a new kind of culture between teachers and parents"—some of whom, he noted, may not have fond memories of their years in the classroom.

"It tells the student this is important, that school isn't just some place I'm sent in the morning to bide my time," he explained. "The parents are saying, 'This is a special occasion, it has to do with my child's school, and gee, this teacher is really quite nice.' "

The press coverage his efforts have attracted "is kind of sad," Mr. Garvin mused last week. "It should be something that's happening often enough that nobody pays attention to it."

—A.B.

## DIMENSIONS

# Counting the Children

Nearly 64 million children live in the United States, according to the U.S. Census Bureau's latest population estimates.

The statistics, released this month, show that as of July 1988 there were 18.5 million people under the age of 5, and 45.4 million ages 5 to 17.

Children thus account for 26 percent of the total U.S. population of 246 million—far below the 36 percent they represented in 1960. Demographers project that children's share of the population will continue to fall, to perhaps 21 percent by 2020.

The state population of young people ranges from 141,000 each in Wyoming and Vermont to 7.5 million in California.

| State | Under 5 Years | 5 - 17 Years |
|---|---|---|
| | (in thousands) | |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| Colorado | 264 | 605 |
| Connecticut | 222 | 538 |
| Delaware | 48 | 118 |
| District of Columbia | 47 | 91 |
| Florida | 848 | 1,947 |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| Iowa | 191 | 523 |
| Kansas | 191 | 462 |
| Kentucky | 253 | 728 |
| Louisiana | 372 | 924 |
| Maine | 84 | 220 |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| Missouri | 370 | 942 |
| Montana | 62 | 159 |
| Nebraska | 120 | 303 |
| Nevada | 82 | 184 |
| New Hampshire | 81 | 194 |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| Oklahoma | 247 | 635 |
| Oregon | 190 | 496 |
| Pennsylvania | 791 | 2,057 |
| Rhode Island | 66 | 164 |
| South Carolina | 259 | 690 |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| [illegible] | [illegible] | [illegible] |
| Virginia | 430 | 1,040 |
| Washington | 348 | 842 |
| West Virginia | 113 | 364 |
| Wisconsin | 357 | 916 |
| Wyoming | 39 | 102 |

## RESEARCH AND REPORTS

### School Practices Cause Gender Gap In Writing Skill, Test Suggests

Girls outperform boys in writing because they get more opportunities to practice the skill in school, according to researchers who conducted an international assessment.

The test of students in 14 nations found that, in all countries, girls' writing achievement was higher than boys' on all tasks. In most cases, the differences were small, with the gap between girls' and boys' performance in the United States among the smallest.

The differences are largely due to girls' tendency to take more humanities courses, and thus receive more opportunities than boys to write in class, the researchers argued. Moreover, girls were found to perform better in classes led by women, who are more likely to be language-arts teachers.

Teaching practices also contribute to writing performance, the study concluded. Students in lower tracks, who performed poorly on the assessment, are more likely than others to spend their instructional time on mechanical drills, rather than on writing practice, it found.

The assessment, conducted in 1984-85 by the International Association for the Evaluation of Educational Achievement, tested 43,563 students in 1,898 schools. A complete report on the assessment is expected to be released in July.

■ **Montgomery County, Md., school officials admitted last week that they could not explain a "statistically significant" drop in standardized-test scores among black 3rd graders.**

Although the test performance of the county's black children had been steadily improving, average scores dropped by nine points this year.

An emergency report on the situation said that the drop was probably not a mere statistical fluke, since the same group of children also tested poorly last year.

## UPDATE

■ **The Winston-Salem, N.C., police department, not the local school system, should receive $10,000 seized from a man convicted on cocaine charges,** a federal judge has ruled.

The decision marked a setback for school districts in the state, which have been battling with police departments over assets seized from convicted felons. *(See Education Week, June 22, 1988.)*

The Winston-Salem school board had argued that it was entitled to the money because the state constitution says that fines, penalties, and forfeitures should go to the public schools.

Douglas Punger, a lawyer for the board, said federal officials were asked to take over the seizure of assets in the case. Because of a federal policy of sharing such assets with local police agencies, the state provision was not enforced, Mr. Punger contended.

A new federal anti-drug measure prohibits the use of federal forfeiture laws to circumvent state statutes. But U.S. District Judge Eugene Gordon, ruling this month, said the case was not subject to the new law, which does not take effect until October.

### Clarification

The chart on giving to independent schools in the May 17 issue was based on a survey conducted by the Council for Aid to Education Inc.

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# All Handicapped Must Be Served, Court Concludes

## *Appellate Panel Backs 'Zero-Reject' Concept*

**By Debra Viadero**

Public schools must educate all handicapped children, regardless of how little they might benefit or how severe their disability, a federal appeals court has ruled in a closely watched New Hampshire case.

The unanimous ruling last week by the U.S. Court of Appeals for the First Circuit is legally binding only in four New England states and the Commonwealth of Puerto Rico.

But it is thought to be the first ruling by a federal appellate court to address what has come to be known as the "zero reject" philosophy, which holds that all children—no matter how handicapped—are entitled to public schooling under the federal special-education law.

And experts say the ruling by the three-judge panel in Boston could have ramifications for the education of handicapped children in public schools throughout the country.

"If anybody thought there was any basis for excluding any kid, this puts an end to it," said Frank Laski, a lawyer who filed a "friend of the court" brief in the case on behalf of the Association for Persons with Severe Handicaps.

The case, *Timothy W.* v. *Rochester School*

*Continued on Page 9*

Keith B. Geiger

Joe Di Dio/N.E.A.

John I. Wilson

**Turning Point for the N.E.A.**

# Two Who Would Be President Vying Carefully in Tight Race

**By Lynn Olson**

WASHINGTON—Early next month, 8,500 members of the National Education Association will convene here to vote for a president in one of the most charged and closely contested campaigns in the history of the organization.

*First of two parts*

The fight for leadership of the nation's largest union is between Keith B. Geiger, its current vice president, and John I. Wilson, a member of the association's executive committee, its top governing body.

Although the battle has centered primarily on differences in leadership style rather than on issues, the election could prove crucial to the future of the organization.

Under the presidency of Mary Hatwood Futrell, the 1.97-million-member union has enjoyed six years of mounting visibility and prominence.

Frequently described as the most popular president in the organization's history, Ms. Futrell has helped the union regain a balance between professional and bread-and-butter concerns. She also has brought the N.E.A. into the midst of the school-reform movement.

During her tenure, the organization has expanded by almost 350,000 members—not only teachers but also education-support personnel and higher-education faculty.

The next leader of the N.E.A. will be in a pivotal position to carry out the initiatives begun under Ms. Futrell's guidance.

These include the union's involvement

*Continued on Page 22*

# Cavazos Unveils Plan To Combat Loan Defaults

## *'Graduated' Steps Hit Worst Offenders First*

**By Mark Walsh**

WASHINGTON—Secretary of Education Lauro F. Cavazos last week proposed to begin a "graduated" attack on the escalating problem of federal student-loan defaults by cracking down on schools where a majority of students fail to repay their loans.

The package, which includes both new and final regulations and a series of legislative proposals, initially requires that institutions with default rates above 60 percent be barred from participating in the program.

Schools with somewhat lower default rates would be subject to a series of sanctions and, in later years, possible termination from the program.

Mr. Cavazos' plan had been awaited with interest here by lawmakers and others as an indicator of whether the new Secretary would seek to stake out a more moderate position than his predecessor, William J. Bennett, who called for considerably more stringent default-reduction methods.

Mr. Cavazos said he was taking a "graduated" approach to the problem.

"It is not realistic to impose an absolute and immediate cut-off at 20 percent," he said at a press conference to announce the regulations. "Such an action would mean over 2,500 colleges, universities, and proprietary schools would be impacted immediately. The reality is that the Education Department does not have the resources and personnel to enforce in a timely manner such a cut-off level."

The new proposals are the latest in a series of efforts to control what has become an increasingly serious budgetary issue for the

*Continued on Page 20*

# State Officials Rush To Start Monitoring Chapter 1 Programs

**By Julie A. Miller**

WASHINGTON—As of late last week, officials in 28 states had assured the Education Department that they had developed plans for monitoring the performance of Chapter 1 compensatory-education programs, a department official said.

But educators and policymakers across the country also reported last week that the accountability measures required by the revised federal Chapter 1 law and the regulations for it issued May 19 have them scrambling to forge new state-local agreements, under very tight time constraints, on how to carry out the law's intent.

The new mandates, for the first time in the history of federal compensatory-education programs, call on state and local officials to assess and report on the progress made by Chapter 1 pupils, and to devise improvement plans for schools that show "no gain" over time.

How much authority the provisions would give state officials to intervene in local programs, however, has been a divisive issue since the drafting of the Hawkins-

*Continued on Page 18*

# Dade County Will Solicit Ideas Nationwide For Design, Structuring of 49 New Schools

**By Lynn Olson**

In an unprecedented move, school officials in Dade County, Fla., plan to invite educators and others nationwide to submit proposals for designing and operating 49 schools that the district hopes to build within the next seven years.

Any group—ranging from a team of teachers and administrators to a private foundation—could submit ideas for creating a new school from the ground up, said Joseph A. Fernandez, superintendent of the school district.

If the proposal is approved by a joint labor-management committee and by the school board, the group would have a year's time to flesh out its theories before it began running the school.

"Sometimes we just need to find out, is there a better mousetrap out there?" said Pat L. Tornillo, president of United Teachers of Dade, in explaining his union's support for the initiative. "Is there someone who feels that they've got an idea for running a school that is better than what we're doing now?"

"We're not saying that we're going to automatically approve those ideas," he cautioned, "but we're certainly going to look at them. And if they have got a better notion, then we're going to invite them in, whether it's a corporation, a union, a team of teachers, or whatever."

Known as the Saturn School Project,

*Continued on Page 21*

## Also in the news

**Cleveland's Public Feud**

The superintendent and the school board are at odds over everything from seating to desegregation.

5

**No Comment or Dissent**

The U.S. Supreme Court passed up its first chance in three years to address the school-prayer issue.

14

caballo
El elefante

Town Journal, Saddle River, NJ

**CORPORATE TEACHER:** Private learning firms are entering the public-school market. Story on page 7.

## IN SUMMARY

**Saturn School of Tomorrow**
Officials in St. Paul are preparing to open a school that they say will be not only at the cutting edge of technological education but on the far frontier of school reform. **Page 6.**

**Unchanging School 'Canon'**
A new survey shows that schools continue to require students to read works of literature by many of the same authors—Shakespeare, Dickens, and Twain—they favored 25 years ago. **Page 6.**

**Administrative-Training Debate**
Participants at a meeting held last week to discuss a report on the training of school administrators differed on many points, but they agreed that major changes are needed in the field. **Page 8.**

**Texas Funding Formula**
Texas legislators adjourned last week after approving a new school-funding formula that falls short of providing the financial support demanded by property-poor districts. **Page 10.**

**Technology Aid Critiqued**
Attempts to renew a California initiative that has furnished schools with electronic equipment have been hampered by the perception that it is a haphazard, "pork-barrel" program. **Page 10.**

**Bluegrass Restructuring**
Gov. Wallace G. Wilkinson of Kentucky last week proposed a school-restructuring plan that would require each school in the state to establish an "instructional-improvement team." **Page 11.**

**Special-Education Merger**
The federal Chapter 1 program for handicapped children should be merged with other federal special-education efforts, a new report by the General Accounting Office concludes. **Page 14.**

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# ACROSS THE NATION

## NATIONAL

### A.T. & T. and Unions Agree On Major New Child-Care Plan

The American Telephone and Telegraph Company and two unions have agreed on a plan that backers say "breaks ground" in providing child care and other family-related benefits to some 160,000 workers.

The agreement with the Communications Workers of America and the International Brotherhood of Electrical Workers will establish a $5-million Family Care Development Fund to increase "the number and quality of child- and elder-care services" available to employees, according to the company.

Michael Tarpy, an A.T. & T. spokesman, said the fund would offer "seed money" to support family-care services in concert with local agencies and other companies. The centers could serve the wider community, he noted, while providing "some favorable treatment" to A.T. & T. employees.

Under the agreement, which must still be ratified by members of both unions, the telecommunications giant will set up services to help workers locate and evaluate family care.

It also will extend from six months to a year the amount of unpaid leave employees can take to care for a newborn or adopted child, improve benefits coverage during such leaves, and guarantee reinstatement to an equivalent job upon return.

In addition, the contract will allow employees to establish accounts that offer tax savings on money they set aside for child and elder care, and will provide for more flexible family-leave policies and financial aid for the adoption of children.

Raymond E. Williams, a vice president of the firm, called the agreement "the most progressive" it has ever negotiated. The pact "recognizes the needs of A.T. & T.'s changing work force," he said.

## STATES

### New York Teacher Standards Stress Knowledge of Child Development

After three years of discussion, the New York State Board of Regents has adopted new requirements for teacher certification that place greater emphasis on applicants' knowledge of developmental patterns in early childhood and adolescence.

The new regulations, which are scheduled to take effect in September 1993, establish three categories of teachers: prekindergarten through 3rd grade, kindergarten through 6th grade, and grades 7 through 12.

Teachers will have to know how to meet the needs of children in those age groups with developmentally appropriate instruction, as well as how to work with minority, limited-English-proficient, handicapped, and gifted students.

In addition, prospective teachers must pass a general-knowledge examination in the liberal arts and sciences, and tests of their clinical teaching skills and knowledge of their area of specialization.

The new regulations, adopted last month, require teachers to take one year of a foreign language in college and complete a supervised internship.

The board did not specify how schools of education must meet the regulations and did not recommend a specific number of required credits in any subject.

Commissioner of Education Thomas Sobol said in a statement that leaving the implementation of the regulations up to the schools would "encourage higher institutions and the schools with which they cooperate to find the best approaches to teacher preparation."

■ **"Fundamental change" is needed to rectify inequities in the way North Carolina funds its schools,** a coalition of state and local officials and business leaders has argued.

While many local officials "deserve praise for their efforts to support local schools," the report issued last month by the Public School Forum of North Carolina says, they often lack the resources to provide an "adequate level" of school funding.

Local school spending in the state ranges from more than $3,600 per student to less than $300, the study notes.

Local-option sales-tax measures enacted by the legislature in 1983 and 1986 have helped to narrow the gap between poor and affluent communities, according to the report. But it adds that the high cost of welfare programs in some poor, rural counties has "dramatically increased" disparities in districts' ability to fund schools.

The report shows "the inability of many poor North Carolina counties to support adequately a quality school program even when they tax their citizens at a high rate," said John Dornan, president of the group.

Copies of the report are available for $5 each from the Public School Forum of North Carolina, 400 Oberlin Road, Suite 220, Raleigh, N.C. 27605.

## *Meting Out Punishment*

West St. Paul, Minn.—Because Minnesota law gives the victims of crime a right to have their say before sentencing, the judges deciding punishment for four teenage boys whose vandalism spree closed a high school here had a large-scale dilemma.

The "victims" of the $5-million rampage at Henry Sibley High—students, educators, parents, and members of the community—were too numerous for an ordinary courtroom to accommodate.

So District Judges William F. Thuet and Thomas R. Lacy rented a community-college auditorium. And in that setting on May 25 they heard the recommendations of more than two dozen witnesses. Some 300 spectators crowded the unusual "victims' impact" hearing.

Although there were occasional flashes of bitterness from the witness stand, the generally mild testimony suggested that much of the fury that had gripped this affluent St. Paul suburb in the wake of the March incident had passed.

Pleas for leniency predominated, with most of the witnesses saying the youths should be sentenced to high-visibility community service, but not prison terms.

"Vengeance will not restore our school," said Robert Reed, a teacher. "Vengeance will not bring back lost learning."

The four youths, all of whom have pled guilty in the case, used a hand-operated fork lift, an acetylene torch, and paint to cause an estimated $100,000 in direct damages. They also turned on fire hydrants that flooded the school and damaged its asbestos insulation, which must be removed at a far greater expense.

Three of the 25 witnesses recommended time in jail for the offense. One teacher who lost the fruits of 10 years of research said the school's faculty members were divided on the issue, and warned that the split could become bitter if "no time is served."

The judges will sentence the youths on June 12. Though the case of a 17-year-old defendant was handled through the juvenile courts, the three older youths could face up to one year in the county jail and 10 years' probation under sentencing guidelines.

Sibley High School, where all but one of the youths are enrolled, is scheduled to reopen in the fall after repairs.

—Austin C. Wehrwein

## DISTRICTS

### D.C. Panel Said To Urge Sweeping Overhaul of Schools

An independent panel is expected this month to recommend a sweeping overhaul of the District of Columbia school system.

In a study to be presented to Superintendent Andrew E. Jenkins, the 60-member D.C. Public Education Committee, composed of business and community leaders, calls for closing schools and drastically cutting the number of administrative personnel to reduce expenses, according to reports.

The panel is also expected to propose establishing a "merit school" system, giving the school board the power to levy taxes, expanding the district's early-childhood education program to include 3-year-olds, extending the school year, and revising the curriculum while toughening graduation requirements.

Although the report has not yet been made public, *The Washington Post* published excerpts late last month from what it termed a "final draft" of the document. A source who has seen the report confirmed the newspaper's account.

Charles Seigel, a spokesman for the school board, declined to comment on the report until it is officially released.

■ **Voters in Jackson, Tenn., whose school system is predominantly black, and surrounding Madison County, where most students are white, have voted to consolidate the two systems in an effort to end 26 years of desegregation litigation.**

The plan, which was devised by a citizens' commission appointed by the city and county governments, must also win approval from a federal judge before it is put into effect.

Some black leaders in Jackson oppose the

# *St. Paul District Touting Saturn School As Model for Technology in Education*

**By Peter West**

Officials in St. Paul are poised to open a new, technology-based magnet school where students and their parents will be able, with the aid of a sophisticated computer-software program, to map out their own educational goals and track progress toward meeting them.

When the Saturn School of Tomorrow opens in September, officials say, it will represent not only the cutting edge of technological education but also the frontiers of school reform.

The 4th, 5th, and 6th graders attending the school will be grouped according to their skills development, rather than their grade levels, and will complete a longer school year than other St. Paul students.

Their teachers will receive salaries of $55,000 a year or more—$20,000 above the city's average—and will have greater on-site responsibilities.

Supporters call the Saturn School an experiment in restructuring that weaves a technological strand into "learning for tomorrow." It is a cooperative venture linking the St. Paul public schools, the local teachers' union, higher-education institutions , and private businesses.

Unlike other schools, where computers may be employed as an adjunct to instruction, students at the Saturn School will spend at least one-third of their day on computers and other equipment.

"Technology is absolutely essential" to the success of the Saturn School experiment, said D. Thomas King, the project's director. "But we're really building it into the learning process. We want to make technology a transparent tool."

### Teacher Empowerment

The Saturn School was conceived more than two years ago as a means to combine what Mr. King calls "the best of what we know about learning research and the best of what we know about learning technology."

The inspiration for the project came from a speech given by Albert Shanker, president of the American Federation of Teachers. In it, Mr. Shanker urged schools to adopt new educational models that emulate the General Motors Corporation's Saturn automobile plants, where workers and managers have collaborated to redesign the workplace.

"What we really had to do, in effect, is design a new process," said Mr. King.

D. Thomas King

The project has the support of the St. Paul Federation of Teachers, an A.F.T. affiliate. The union will play a major role in selecting the "lead" and "associate" teachers who will staff and manage the school.

"I knew it would be a way to show what technology could do in restructuring," said Gladys Westin, president of the teachers' union. "I also knew that it would be an opportunity for us to integrate technology into the curriculum, yet not be a 'technology school,' per se."

The teachers selected for Saturn will sign a 12-month contract, but all will earn at least $55,000, substantially more than the $35,000 average teacher's pay in the St. Paul system.

"We negotiated not only for the dollars and for the time," said Ms. Westin, "but for the responsibilities. I wanted to give our profession an opportunity to be leaders."

### 'Consortium Approach'

To meet the project's $1.8-million start-up cost, the district adopted a "consortium approach" in which "partners" from the fields of higher education, educational research, and business offer their expertise in exchange for an opportunity to conduct field research.

The College of St. Thomas, a local teacher-training facility, will be using the school to help train some of its student-teachers, for example.

"We're going to develop a teaching model that is similar to a teaching hospital," Mr. King said.

The Minnesota Educational Computing Corporation is making available its software and providing training in exchange for the knowledge it can glean from its product's use in the classroom.

"There's no direct return" on the investment, said Dale LaFrenz, the company's president. "We'd like to think that we'll get a good return in [product] development."

Skip Karbo, a spokesman for Apple Computer Inc., said his company has donated $85,000 worth of Apple II computers, printers, and modems to the project and is negotiating with the district to provide even more in exchange for access to the data collected as students and teachers develop proficiency with the equipment.

Backers of the project expect donations of more than $540,000 in equipment and personnel, including more than $400,000 worth of equipment from the Minnesota-based Control Data Corporation and $10,000 in videodisk equipment from Pioneer Communications of America Inc.

Central to the Saturn School concept, Mr. King said, is the use of an "expert system," a complex software program that simulates the decisionmaking skills of teachers to guide students' development.

### 'Personal Learning Programs'

The first group of Saturn students, selected early this year, will soon begin to use the systems to develop their "Personal Learning Programs" on the computer.

The P.L.P.'s diagnose students' learning needs and prescribe the right curriculum and remediation to help them meet the educational goals they and their parents set in consultation with the school's teachers.

"The system is focused on the student," said Marilyn A. Martin, an education consultant with PEAKSolutions, a Minneapolis-based software company. "It gives the student much more flexibility to choose his or her goals and select resources to accomplish those goals."

Teachers can, however, modify or reject students' personal-learning programs.

First-year enrollment at the downtown facility will be 150. "Grades are going to be relatively meaningless," said Mr. King, "because we're grouping students according to ability level."

### Human Interaction

Students will attend the school for up to 44 weeks and follow a curriculum that, in addition to conventional subjects, also will include environmental education, and courses on ethics and morality.

"I think the curriculum has to be an interdisciplinary one," Mr. King said.

In addition to the time spent in the computer room, students will spend another third of their day in "cooperative learning situations" and the balance of the time in teacher-led discussions or on field trips to nearby St. Paul institutions.

Mr. King said that the human interaction between students and teachers is as vital to the program's success as the computers.

"We don't mean to abandon them to the machine," he said.

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## Monitor To Oversee Detroit Schools

Michigan's chief state school officer late last week appointed a state monitor to oversee the financially troubled Detroit schools.

Donald L. Bemis announced the appointment of Calvin Cupidore, a state education official, to the post on June 2 after the Detroit board missed a deadline the previous day for filing a deficit-reduction plan with the state.

Last month, the state guaranteed loans totaling $42 million to enable the school district to meet its payroll. As a condition for the guarantee, Mr. Bemis said, the city school board adopted "irrevocable resolutions" to present a plan to reduce its $150-million deficit to the state by June 1 and to balance its budget by July 1. "I have put a monitor into the city of Detroit to monitor the process of developing the deficit-reduction plan and the balanced budget," Mr. Bemis said.

Mr. Cupidore will have no direct control over the district's financial affairs, Mr. Bemis said. But, he added, "his presence will indicate the seriousness of this situation."

Mr. Bemis said his action last week "has the potential" to put the loans to Detroit in default. He also said the state will impose deficit-reduction mandates on the district if city officials fail to develop a plan.

Mr. Bemis said he would withhold $42 million in state aid if the district does not balance its budget by Aug. 1. He said Arthur Jefferson, Detroit's outgoing superintendent, and John W. Porter, who was appointed to a one-year term as superintendent last month, have agreed to cooperate with Mr. Cupidore. —T.M.

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# In 25 Years, Little Has Changed on Schools' Reading Lists

**By Robert Rothman**

The "canon" of required literature in public secondary schools differs little from what was in vogue 25 years ago, a study by a federally funded research center has found.

The survey of 488 schools by the Center for the Learning and Teaching of Literature found that, as was true in a similar study in 1963, Shakespeare continues to dominate reading lists. Four Shakespeare plays are among the 10 most-assigned works, according to the new study.

Books by John Steinbeck, Charles Dickens, and Mark Twain, most of which were popular staples in the mid-1960's, are also commonly assigned today, the study found.

Moreover, its findings reveal that required-reading lists are almost identical for public, Catholic, and independent schools, for urban and nonurban schools, and for schools with varied minority populations.

These findings suggest, the study concludes, that efforts to broaden the canon to include more works by women and minority authors have been "ineffective."

"In all the settings we examined," the report states, "the lists of most frequently required books and authors were dominated by white males, with little overall change in balance from similar lists 25 or 80 years ago."

"New strategies are obviously needed," it says, "perhaps strategies that focus on asking teachers to read and discuss specific titles during preservice coursework, inservice workshops, and department discussion groups, so that teachers can gain the familiarity with alternative texts that they now have with the texts that dominate the lists."

### Romeo Up, Silas Down

The literature center, based at the State University of New York at Albany, is jointly funded by the U.S. Education Department and the National Endowment for the Arts.

Its study, written by Arthur N. Applebee, the director, notes that while there is considerable debate "about what should be taught, there is a singular lack of information about the titles that are actually being taught in American secondary schools."

The last such survey, it points out, was conducted in 1963 by the Educational Testing Service.

The new data, obtained from questionnaires completed by department chairmen, reveal that more books are required now than in 1963. In 1988, 27 books were assigned by more than 30 percent of the schools surveyed; in 1963, the comparable figure was 9 books.

"Rather than being diluted in recent years, the role of the canon seems to have been strengthened," the author writes.

Of the commonly used Shakespeare plays, *Romeo and Juliet* has replaced *Macbeth* at the top of the list, perhaps reflecting the popularity of the recent film version of the play, according to the study.

The only title to show a drop in popularity was George Eliot's *Silas Marner*, the third-ranking book in 1963 but absent from the top 10 in 1988. Citing a previous study of the literature curriculum, the report points out that critics had urged then that schools drop *Silas Marner* "in favor of better literature."

The study also found that:

- There is little consensus about which grade levels are appropriate for the frequently taught books. All of the 20 most commonly assigned works are taught in three high-school grades, and 70 percent are taught in grades 9-12. But less than 1 percent of schools reported any titles that were required at more than one grade level.
- Although students in upper tracks tend to read the same texts, there is considerably more diversity in the works those in lower tracks are asked to read.

This diversity may reflect teachers' efforts to find books that will appeal to less-motivated students, the report suggests. "On the other hand," it notes, "the reports for lower-track students typically listed fewer titles of any sort, reflecting a curriculum with less overall emphasis on literature."

Copies of "A Study of Book-Length Works Taught in High-School English Courses" are available for $7 each from the Center for the Learning and Teaching of Literature, School of Education, 1400 Washington Ave. ED B-9, University at Albany, State University of New York, Albany, N.Y. 12222.

**Books Most Widely Assigned in Public Schools, Grades 7-12**

**1988**

| Book/author | Pct. of Schools |
|---|---|
| *Romeo and Juliet*, William Shakespeare | [illegible] |
| *Macbeth*, Shakespeare | 81 |
| *Huckleberry Finn*, Mark Twain | [illegible] |
| *To Kill a Mockingbird*, Harper Lee | 74 |
| *Julius Caesar*, Shakespeare | [illegible] |
| *The Pearl*, John Steinbeck | 64 |
| *The Scarlet Letter*, Nathaniel Hawthorne | 62 |
| *Of Mice and Men*, John Steinbeck | 60 |
| *Diary of a Young Girl*, Anne Frank | 56 |
| *Hamlet*, Shakespeare | 55 |
| *Lord of the Flies*, William Golding | 55 |

SOURCE: Center for the Learning and Teaching of Literature

**1963**

| Book/author | Pct. of Schools |
|---|---|
| *Macbeth*, Shakespeare | 90 |
| *Julius Caesar*, Shakespeare | 77 |
| *Silas Marner*, George Eliot | 76 |
| *Our Town*, Thornton Wilder | 46 |
| *Great Expectations*, Charles Dickens | [illegible] |
| [illegible] | [illegible] |
| *The Red Badge of Courage*, Stephen Crane | [illegible] |
| *A Tale of Two Cities*, Charles Dickens | [illegible] |
| *The Scarlet Letter*, Nathaniel Hawthorne | [illegible] |

SOURCE: Educational Testing Service

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# EDUCATION WEEK

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## States Are Held Immune From Spec.-Ed. Suits

### *Court Says P.L. 94-142 Didn't End Protection*

By Tom Mirga

WASHINGTON—Lawsuits seeking damages from states for alleged violations of the federal special-education law are prohibited under the 11th Amendment, the U.S. Supreme Court ruled last week.

Acting in a case brought by the parents of a learning-disabled Pennsylvania boy, the Court ruled 5 to 4 that in passing the Education for All Handicapped Children Act, P.L. 94-142, the Congress failed to use "unmistakably clear" language that it intended to abrogate states' 11th Amendment immunity from federal lawsuits alleging violations of the act.

**'Reverse discrimination' suits boosted; key rights laws narrowed. Page 15.**

The 11th Amendment bars states from being sued in federal courts unless they give their consent to be sued. The Court, however, has ruled previously that the Congress can eliminate states' immunity from such suits by passing laws to enforce the equal-protection and due-process clauses of the 14th Amendment.

Writing for the majority, Associate Justice Anthony M. Kennedy held that language in P.L. 94-142 that might indicate an intent to withdraw states' immunity "appears ambiguous at best."

"In our view," he wrote, "it cannot be said with perfect confidence that Congress in fact intended . . . to abrogate sovereign immunity, and imperfect confidence will not suffice given the special constitutional concern" for the balance of power between the federal and state governments.

Several school-law experts said last week that under other Court precedents, the decision in *Dellmuth* v. *Muth* (Case No. 87-1855) will not prohibit handicapped students from filing suits against local education agencies and officials. They disagreed, however, on whether the ruling bars all suits against states, or only those that seek damages.

In addition, staff members of the House and Senate committees that oversee special education said last week that the panels,

*Continued on Page 19*

### Publication Schedule

With this issue, *Education Week* begins its summer publishing break. The next issue will be dated Aug. 2.

The display-advertising deadline for the August issue is Friday, July 21. The Marketplace deadline is Monday, July 24.

Weekly publication will resume with the Sept. 6 issue, which will include the 1988-89 Index and the 1989-90 Calendar of Events.

AP/Newsfinder

Cavazos: "People haven't been listening very carefully to what I've said."

## Scrutinizing the Secretary: A Slow Starter or 'On Target'?

By Julie A. Miller

WASHINGTON—In a recent flurry of stories assessing the Bush Administration's first 100 days, the press was not kind to Secretary of Education Lauro F. Cavazos.

*Time* magazine, for example, gave the Secretary's efforts a "D," contending that "a growing number of critics" believe he is "all talk and no action."

The magazine called Mr. Cavazos "politically naïve" and "a man who lacks the focus and political savvy to be an effective advocate."

But in interviews over the past few weeks, a variety of observers painted a more balanced picture.

Some educators and politicians are indeed sharply critical. They say Mr. Cavazos has not made concrete proposals or provided forceful enough leadership and the Administration's initiatives thus far are inadequate.

"He's a nice guy, but he hasn't done much," said Albert Shanker, president of the American Federation of Teachers. "We need somebody at the helm who has a theory about what's wrong and acts on it."

Mr. Cavazos' predecessor, William J. Bennett, "had a theory and acted on it, but he had the wrong theory," Mr. Shanker said. "Now we have someone who has no theory and isn't acting."

"I'd like to see him use the bully pulpit for constructive purposes—putting pressure on the people who aren't doing anything, joining forces with those who are," said Bill Honig, California's superinten-

*Continued on Page 17*

## Middle Grades Called 'Powerful' Shaper of Adolescents

### *But Study Panel Warns Of 'Volatile Mismatch'*

By Robert Rothman

Zeroing in on the crucial developmental years of early adolescence, a report to be released this week offers a plan for correcting the "volatile mismatch" between the structure and curriculum of middle-school grades and the needs of students in this age group.

The report by a task force of the Carnegie Council on Adolescent Development suggests wide-ranging alterations in the way these grade levels are managed, taught, and supported. It stresses flexibility and interaction, greater training and autonomy for teachers, and expanded community and parental involvement.

"Middle-grade schools—junior high, intermediate, or middle schools—are potentially society's most powerful force to recapture millions of youth adrift," the report says. "Yet all too often they exacerbate the problems youth face."

**'Turning Points': Excerpts from report of the Carnegie Task Force, Page 22**

In making its recommendations, the 17-member Task Force on Education of Young Adolescents decried the fact that the middle grades have been "virtually ignored" in the school-reform debate.

This omission, it said, may prove costly be-

*Continued on Page 21*

### *Middle Schools Gain With 'Focus' on Child*

By Deborah L. Cohen

When Terry M. Weeks set out in the mid-1970's to teach his Murfreesboro, Tenn., 7th graders a lesson on the Middle East, the approach he chose was the lecture.

He told his class the story of the Arab-Israeli conflict, the former Teacher of the Year recalls, hoping that they "would imagine it through my words."

But last year when the topic came up, he let students offer their own solutions to the conflict. And when one suggested that the

*Continued on Page 20*

## Privacy Rights and Public-Safety Concerns: Debate Stirs Over Access to Youth Records

By Lisa Jennings

In March, a teacher at a Los Angeles junior high school was filling out a student's disciplinary slip when she felt a sharp blow to her back. She thought the boy had hit her.

What she did not know, until the students in her class told her, was that she had a knife in her back.

What she also did not know was that administrators at her school had been aware of the transfer student's history of violent behavior but had not, as a matter of policy, told her.

At a Milwaukee high school last year, the stabbing of a female student during a fight with a classmate forced officials to call in the police.

But when the officers arrived the principal told them he could not, under the district's disclosure policy, give them any information about the two girls involved—not even their names.

And in Jacksonville, Fla., school officials

*Continued on Page 8*

### Also in the news

5 **Violating Students' Trust?**
The practice of flagging writing tests that may signal personal problems is raising questions.

10 **'Embarrassment of Riches'**
The windfall for schools from California's Proposition 98 is large enough to spur argument.

## Kentucky Officials Begin Laying Plans To Rebuild System

By Reagan Walker

Kentucky lawmakers, charged by the state supreme court with redesigning "the whole gamut" of their school system, took the first step last week by establishing a commission of legislative leaders that will eventually devise the new system.

While legislators said they welcomed the opportunity to refashion the system, which was declared unconstitutional in sweeping terms by the high court June 8, some said they felt overwhelmed by the magnitude of the task.

"I guess I feel a whole lot like the dog that finally caught the car he had been chasing," said Michael R. Moloney, chairman of the Senate appropriations and revenue committee. "Now that I've caught it, what do I do with it?"

*Continued on Page 11*

## IN SUMMARY

**States of Special Education**
The Education Department's annual report on special education shows vast differences in the frequency with which states place handicapped children in special schools. **Page 4.**

**Toxic Troubles**
A federal study says many schools are not following hazardous-waste-disposal rules, and New York City officials sue the makers of lead-based paint, which still affects some city children. **Page 4.**

**Educating Black Children**
Participants at an annual conference on minority education last week showed strong support for the "effective schools" movement, but skepticism about proposals to expand school "choice." **Page 7.**

**Abuse-Reporting Controversy**
The arrests of two Atlanta teachers for failing to report suspected cases of child abuse have prompted many teachers to scrutinize their students more intently for signs of mistreatment. **Page 7.**

**Michigan To Vote on Taxes**
After two years of fruitless debate over school-finance reform, Michigan lawmakers agreed last week to let voters decide whether to raise the state sales tax and, if so, by how much. **Page 12.**

**'Disappointed' by Bush**
At a Senate hearing last week, representatives from education groups criticized the President's education initiatives, in particular his merit- and magnet-school proposals. **Page 15.**

**Teen-Pregnancy Alternatives**
The Senate Labor and Human Resources Committee last week adopted two conflicting versions of a controversial grant program aimed at preventing teenage pregnancies. **Page 16.**

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# ACROSS THE NATION

## STATES

### New York Court Overturns Award To Injured High-School Athlete

Schools are required only to provide "reasonable care" to protect student athletes from injury, New York's highest court has declared.

In a closely watched case, the Court of Appeals this month overturned a jury award of $878,000 to a high-school athlete injured in a 1983 football game.

The court invalidated decisions by two lower courts in favor of Sixto Ramon Benitez, who sustained a severe neck injury while playing for George Washington High School in Manhattan.

The case centered on a 1982 decision by New York City school officials to move the school to the top division of interscholastic athletic competition. Washington High officials had opposed the move, warning that their students could be injured if forced to compete against more formidable opposition from schools with larger enrollments.

Mr. Benitez was injured in a game against an upper-division team. By requiring the student to compete in a potentially dangerous situation, district officials had failed to provide him adequate protection, said Robert Sullivan, his lawyer.

District officials, backed by the state high-school athletic association, argued that the jury's verdict, if upheld, would expose sports programs to a wave of lawsuits by greatly raising the standard of care required from schools.

■ **Arkansas education officials have announced their opposition to what they say is the first attempt in the state by residents of a recently merged district to undo the consolidation.**

The action proposed by the St. Francis County board of education raises serious concerns about racial segregation and the quality of education that two separate districts could offer, state officials said.

The Wheatley and Palestine districts were merged in 1987, forming a system that serves 726 students. The district received $262,000 from a state program designed to encourage small districts to consolidate in order to meet minimum education standards.

State officials have threatened to challenge the partition of the district in court, and to demand return of the state payment, if voters approve the move in an election scheduled for this fall.

■ **School districts must make reasonable changes in their instructional staff so that senior teachers who have been laid off can be hired back first,** the Minnesota Court of Appeals has ruled.

The ruling this month was the first time a Minnesota court had been asked to decide whether seniority rights applied in reinstatement cases, said Judge Thomas Kalitowski.

But the court noted that "realignment" of school staff might in some cases conflict with a district's need for flexibility, and said that teachers' rights to such changes are "not absolute."

The case arose when a social-studies teacher in La Crescent sought to regain his position after being laid off.

The Court of Appeals ruling overturned a lower court's decision that said that staff realignments would create undue burdens on districts.

## DISTRICTS

### Air Force Base in North Dakota To Become Separate School District

The Grand Forks Air Force Base in North Dakota will become an autonomous school district, the state board of education has decided.

The change will allow schools serving the base to continue receiving the maximum amount of federal impact aid for their 1,800 students.

The board agreed this month to create the district, following the legislature's approval of a law permitting the change.

Since the base was built in the 1950's, its students have been served by the Grand Forks school system, which operates an elementary school on the base but buses older students 16 miles to a high school in Grand Forks, Superintendent Mark S. Sanford said last week.

Grand Forks qualified for the highest level of impact aid until 1987, when the number of students from the base threatened to dip below 20 percent of the district's total enrollment. That would have cost the district about $1 million of its $2.5 million a year in impact aid.

To head off that loss of funds, state officials worked out an agreement with the U.S. Education Department to make the base a special state school district for two years, until an autonomous district could be created.

The new district will contract with Grand Forks to continue teaching its students, Mr. Sanford said.

Officials of the Emerado district, adjacent to the base, have opposed the plan because they want the children of families living in a military-housing complex located off the base to attend their schools.

### 21,500 Buses Recalled For Fuel-Tank Checks

The General Motors Corporation announced last week that it was recalling about 21,500 Chevrolet and G.M.C. school buses from the 1986 through 1989 model years because a small number of the vehicles have developed cracks in their fuel tanks.

Frank Cronin, a G.M. spokesman, said bus owners were being notified of the recall by mail. The company said in a statement it was unaware "of any accidents or injuries as a result" of the cracks. All inspections and repairs will be performed at no charge to owners.

According to the firm, the school buses—which are B6 and S7 models with gasoline engines—may develop a crack next to a seam weld on the fuel tank, causing a fuel leak. It said the leak would appear as a damp spot on the tank or as slight dripping.

Dealers will inspect the fuel tanks and install cushion mounts on the tank-support brackets on all vehicles, the company said. If any tanks are cracked, they will be replaced. —T.M.

■ **Two candidates backed by the United Teachers of Los Angeles have won runoff elections for the city's school board.**

As a result, members supported by the teachers' union now hold a majority of the seven seats on the board.

Julie Korenstein, an incumbent, and Mark Slavkin, a newcomer, both of whom received campaign contributions from the union, won seats this month.

In the wake of a bitter strike last month, the U.T.L.A. now views four board members as being "prepared to listen," said Don Shrack, a spokesman for the union.

But Mr. Shrack noted that several candidates endorsed by the union in the past have not voted as its leaders would have liked once on the board.

"They don't line up as puppets behind U.T.L.A. and rubber-stamp everything U.T.L.A. does," he said.

■ **The New York City school board can require union employees to complete financial-disclosure forms and submit to background checks, a state appeals court has ruled.**

The board began examining employees' finances in 1984, in the wake of a scandal involving Schools Chancellor Anthony Alvarado, who resigned after reports that he took personal loans from board employees.

A group of unions representing school employees sued to block the requirements, arguing that such rules should be negotiated as part of the collective-bargaining process.

But the panel of judges declared this month that the "strong public interest in the prevention and detection of corruption" among government employees is more important than bargaining rights of union workers, explained John M. Crotty, associate counsel for the Public Employment Relations Board, which filed the original suit against the school board.

Mr. Crotty said the unions are planning an appeal to the state's highest court.

■ **Colleges and universities in the Boston area have contributed more than $36 million in scholarships, grants, and services to the city's public schools in the past five years,** according to a report by the Boston Higher Education Partnership.

Contributions made by the 23 colleges and universities in the partnership have included scholarships, enrichment programs, college and career counseling, tutoring, teacher training, literacy programs, and employment.

Boston University was the largest contributor, providing $4.2 million in support, of which $3.1 million was in scholarships. Other top contributors include the University of Massachusetts at Boston, $1.6 million; Northeastern University, $1.3 million; and Harvard University, $1 million.

■ **A South Carolina rule banning the hiring of elderly school-bus drivers violates the federal Age Discrimination in Employment Act,** the Equal Employment Opportunity Commission has charged in a lawsuit against a school district in the state.

Ronald A. Arrington, a lawyer with the E.E.O.C.'s regional office in Charlotte, N.C., said he filed suit this month on behalf of a 66-year-old man who said he was told two years ago by officials of the Anderson District 2 that they could offer him only short-term employment because a state regulation barred him from taking the wheel after he turned 65.

Clifford Nix, a transportation official with the state Education Department, said that the age restriction was rescinded in April.

But Mr. Arrington argued that there is "no evidence" that the regulation was ever abolished. Even if it was, he said, the federal agency would still seek back pay for those deprived of employment as a result of the rule.

Mr. Arrington added that similar suits may be filed against all 91 of the state's school districts because their hiring practices conformed to the state mandate.

■ **The Minneapolis City Council has agreed to fund a summer-school program for 2,000 students** in response to the cancellation of summer classes by the school board.

The board had cut its 9,000-student summer program in order to reduce teacher layoffs during the regular school year.

After criticizing the board for mismanaging its finances, the council voted last month to pay $296,000 for a special summer school to help students who failed district tests and high-school seniors who needed credits to graduate. The plan is part of a $1-million package that includes jobs and recreation for inner-city youths.

■ **A Cleveland-area high-school principal has been unsuccessful in his efforts to prevent an alumni organization he claims is linked to gang-like activity from participating in a school awards ceremony.**

Principal Hugh E. Burkett of Cleveland Heights High School attempted to prohibit Brothers and Sisters Inc. from presenting $100 scholarships to three members of its high-school affiliate at the ceremony because, he said last week, the group was not an official school organization and has "played an active role in fights, cases of intimidation, and hazing."

The school board overruled Mr. Burkett, however, allowing Brothers and Sisters to participate in the ceremony this month on the condition that the group promote scholarship, not violence, and work with school officials to erase its negative image.

Jimmie Hicks, chairman of Brothers and Sisters, said his organization's bad reputation is undeserved.

■ **Four teenagers who vandalized a Mendota Heights, Minn., high school have been sentenced to serve between five months and a year in jail, pay restitution, and perform community service.**

The youths caused an estimated $5 million in damage to Henry Sibley High School when they turned on fire hydrants and flooded the school, loosening asbestos insulation that must be removed before the school can reopen.

The vandals were sentenced this month after two district judges conducted an unusual community hearing to allow students, educators, and parents—all legally considered victims of the vandalism—to recommend suitable punishment.

■ **Two Ohio school districts have gained final approval for an unusual plan that will adjust their boundaries in return for a $1.5-million payment to the district that stands to lose about 30 students.**

The adjustment will accommodate families living in North Perry who wish to attend the Perry public schools but had been assigned to the nearby Madison schools.

Madison school officials had resisted the transfer because of the potential loss of state aid and property-tax revenues, but dropped their opposition after North Perry offered the money.

## DIMENSIONS

# Suburbs, Rich and Poor

Despite their image of middle-class homogeneity, American suburbs also represent the extremes of wealth and poverty, according to a new study by Pierre deVise, a professor of public administration at Roosevelt University.

Using data from the U.S. Census Bureau, Mr. deVise compiled a list of the 15 richest and poorest suburban towns.

The towns on the two lists were radically different on every social indicator except for their economic dependence on a major city, Mr. deVise found.

The average income of residents of Kenilworth, Ill., the richest town, was 12.5 times that of the poorest, Ford Heights, Ill. Kenilworth residents were 41 times more likely to have graduated from college than were people living in Kinloch, Mo.

The wealthy suburbs were virtually all white, while solid majorities of the poorest towns were black or Hispanic, Mr. deVise noted.

Copies of "The Geography of Wealth and Poverty in Suburban America: 1979 to 1987" are available from the Office of Public Relations, Roosevelt University, 430 South Michigan Ave., Chicago, Ill. 60605.

**Wealthiest**

| City (metro area) | Per-capita income | Population |
|---|---|---|
| Kenilworth, Ill. (Chicago) | $61,950 | [illegible] |
| Bloomfield Hills, Mich. (Detroit) | [illegible] | 3,755 |
| Hewlett-Woodsburgh, N.Y. (New York) | 58,300 | 3,270 |
| Ladue, Mo. (St. Louis) | 56,962 | 9,450 |
| Mission Hills, Kan. (Kansas City, Mo.) | 55,136 | 4,170 |
| Sands Point, N.Y. (New York) | 54,393 | 2,590 |
| North Hills-Rosyln Estates, N.Y. (New York) | 52,150 | 2,750 |
| Harding, N.J. (New York) | 52,067 | 3,520 |
| Oyster Bay Cove-Mill Neck, N.Y. (New York) | 51,650 | 2,780 |
| Cherry Hills, Colo. (Denver) | 50,016 | 6,150 |
| Franklin, Mich. (Detroit) | 49,951 | 2,820 |
| Frontenac, Mo. (St. Louis) | 48,615 | 3,780 |
| Hunters Creek, Tex. (Houston) | 48,727 | 4,850 |
| Bal Harbour, Fla. (Miami) | 48,725 | 2,920 |
| Kings Point, N.Y. (New York) | 47,469 | 5,290 |

**Poorest***

| City (metro area) | Per-capita income | Population |
|---|---|---|
| Ford Heights, Ill. (Chicago) | $4,940 | 5,240 |
| Cudahy, Calif. (Los Angeles) | 5,170 | 21,000 |
| Bell Gardens, Calif. (Los Angeles) | 5,237 | 37,0[illegible] |
| Alorton, Ill. (St. Louis) | 5,785 | 2,720 |
| East St. Louis, Ill. (St. Louis) | 5,973 | 48,250 |
| Coachella, Calif. (Riverside) | 6,185 | 13,350 |
| Huntington Park, Calif. (Los Angeles) | 6,298 | 55,050 |
| Camden, N.J. (Philadelphia) | 6,304 | 82,440 |
| Centreville, Ill. (St. Louis) | 6,341 | 4,400 |
| Florida City, Fla. (Miami) | 6,490 | 6,510 |
| Venice, Ill. (St. Louis) | 6,681 | 3,510 |
| Compton, Calif. (Los Angeles) | 6,777 | 93,850 |
| Kinloch, Mo. (St. Louis) | 6,823 | 4,880 |
| Robbins, Ill. (Chicago) | 7,037 | 8,880 |
| South El Monte, Calif. (Los Angeles) | 7,100 | 17,880 |

*Located within the 15 largest metropolitan areas.

## RESEARCH AND REPORTS

### Southern Education Board Issues Guides to School Improvement

The Southern Regional Education Board last week issued three reports outlining steps its 15 member states should take to elevate their students' educational performance to national levels by the year 2000.

"Funding Schools and Colleges to Reach Educational Goals," "Reaching the Goal of Readiness for School," and "Reaching the Goal of Readiness for College" were issued at the organization's annual meeting in Palm Beach, Fla.

They constitute the first of a series of reports designed to guide states in achieving 12 objectives contained in "Goals for Education: Challenge 2000," which the organization released last fall. *(See Education Week, Oct. 26, 1988.)*

At the same meeting, the N.C.N.B. Corporation announced a $2-million donation to S.R.E.B. to support school-improvement efforts. The money will be used to establish a leadership academy for school officials and to help develop model educational programs.

Copies of the reports are available for $5 each from the S.R.E.B., 592 10th St., N.W., Atlanta, Ga. 30318.

# *The Hidden Persuader*

Jason P. Loupe, a new high-school graduate from Huoma, La., has won a statewide writing contest by describing—and employing—the techniques of subliminal advertising.

Mr. Loupe included a surreptitious suggestion to "give this essay first place" throughout a 250-word composition, entitled "The Power of Subliminal Messages," that he entered in a competition sponsored by the state Education Department.

Mr. Loupe thinks that contest judges may have given some weight to the lighthearted message when they chose his essay from among thousands submitted by high-school seniors.

"One of them told me, 'When I read it, I laughed and I made my secretary read it too,' " he recalled.

Mr. Loupe said he was inspired to adopt the gimmick by a soft-drink advertisement, featuring the comedian John Cleese, that appears on a videotape of the film "A Fish Called Wanda."

During the commercial, in which Mr. Cleese berates advertisers who use hidden messages to sell their products, the comedian props his feet on a table, revealing a copy of a sponsor's logo taped to the sole of his shoe.

The youth said he immediately suggested to Raphael J. Songe, who heads the English department at H.L. Bourgeois High School, that the tactic might be a winner.

"He came to me with the idea and I said let's go ahead and try it," said Mr. Songe, who used a computer to type the essay so that the message, which appeared 13 times, was so small as to be barely legible.

Mr. Songe said the piece was an example of "good, solid writing," but added that the idea to include a subliminal message was typical of his former student's sometimes offbeat sensibilities. —P.W.

## PEOPLE

■ The West Virginia Board of Education has chosen **Henry Marockie** as the state's new superintendent of schools.

Mr. Marockie, 54, has been superintendent of the Ohio County school system since 1972. Previously, he had been a teacher and administrator in two other districts in the state.

Mr. Marockie will assume the $70,000 job on July 1. He will replace John Pisapia, who has been serving as state chief on an interim basis.

Henry Marockie

■ Twenty students from the **Harvard Graduate School of Business Administration** are forgoing jobs on Wall Street this summer to enroll in an internship program focusing on ways in which businesses can help improve the schools.

The students are taking part in the "Business/Education Leadership Project," a joint venture of Harvard University and the National Alliance of Business. The H. Ross Perot Foundation is underwriting the project, which will cost $9,000 per student.

During the 10-week session, students will work for the White House, the Boston school system, or a variety of educational advisory groups to obtain a first-hand look at some of the problems of precollegiate education.

At the end of the summer, the students will prepare a statement of their recommendations for strengthening the role of business as a partner in education reform.

■ A Louisville, Ky., high-school senior has reported receiving what appears to be a record $885,782 in scholarship offers from about a dozen of the nation's most prestigious universities.

**Chris Vuturo**, a straight-A student, athlete, civic volunteer, and columnist for the De Sales High School newspaper, was accepted by Harvard University, the Massachusetts Institute of Technology, Columbia University, and Georgetown University, among many others.

Mr. Vuturo ultimately settled on Harvard, which offered a four-year scholarship package worth about $68,000. He will also receive a National Merit Scholarship and aid from the Jefferson County Farm Bureau.

### Corrections

An article on the National Education Association's presidential campaign in the June 7 issue identified Harold W. Hardison as a state senator from North Carolina. Mr. Hardison is a former senator.

Also, Jim G. Lewis was identified as a member of the N.E.A.'s executive committee. He is a former committee member.

A North Carolina county was misidentified in a June 7 story about school-based businesses in rural districts. The county is Robeson County.

R 4800-2

# EDUCATION WEEK

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## Kennedy Unveils $330-Million Plan For Volunteerism

### *Compromise Proposal Highlights School Role*

**By Lisa Jennings**

WASHINGTON—Senator Edward M. Kennedy last week unveiled a $330-million volunteerism proposal under which the schools would play a key role in enabling young people to serve society.

The Massachusetts Democrat's long-awaited legislation, which represents a compromise forged from 10 separate bills, is the most prominent Congressional alternative to the youth-service initiative announced by President Bush in June.

Mr. Kennedy's bill earmarks about $65 million for elementary- and secondary-school programs and $35 million for programs at colleges and universities. But observers here predict that school programs could be an even more important element in the legislation that ultimately emerges from the Congress, probably late next year.

"The call to service should come early, and it should be a vital part of the education for citizenship in every school system in the nation," Senator Kennedy said in introducing the measure. "The lesson of service learned in youth will last a lifetime."

*Continued on Page 25*

## Voucher Plan for Disadvantaged Pursued in Kansas City Lawsuit

**By William Snider**

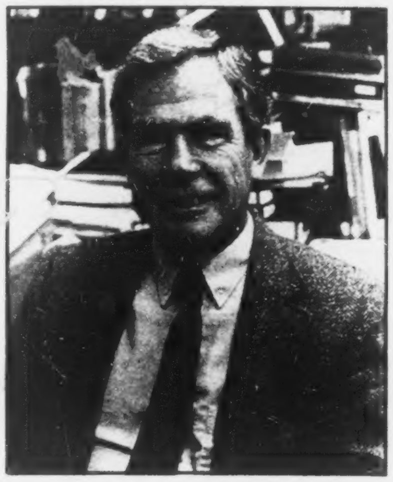
A group of prominent school-law experts is backing a novel lawsuit that urges the creation of a voucher program to enable black schoolchildren in Kansas City to attend desegregated private schools at public expense.

The lawsuit, filed in federal court last month, represents the first legal test of an idea propounded in the 1970's by two nationally noted school-finance reform advocates, John E. Coons and Stephen D. Sugarman, both currently professors of law at the University of California at Berkeley.

Since other efforts to desegregate urban districts have failed to eradicate all-black public schools, they argue, the only remaining means of providing students in those schools with a desegregated education is to enlist the private sector.

Kansas City provides the "perfect" location for a test case, according to Mr. Coons, because even under its school-desegregation plan, the nation's most costly, "there is no place for these kids to go for a desegregated education in the public sector."

The lawsuit seeks the creation of a voucher program for all black students in Kansas City "who are assigned to a public school which either remains racially segregated or which imposes upon black pupils burdens of travel or inferior education which are vestiges of unlawful segregation and whose parents wish them to attend a desegregated private school."



Says John E. Coons: "There is no place for these kids to go for a desegregated education in the public sector."

The action comes at a time when the district's desegregation plan has failed to meet its goals and is under attack from a number of quarters.

The U.S. Supreme Court has agreed to hear an appeal of the most controversial as-

*Continued on Page 28*

## Outlook Is Bleak For Many Blacks, Study Concludes

### *Council Says Progress Has Lagged Since 70's*

**By Peter Schmidt**

WASHINGTON—In what is being called "the most comprehensive assessment of the status of black Americans to date," the National Research Council has concluded that, despite gains in recent decades, blacks still face formidable barriers on their path to educational parity with whites.

"Segregation and differential treatment of blacks continue to be widespread in elementary and secondary schools," says the report by a distinguished panel of scholars in the social and behavioral sciences. And though black children on average enter schools with substantially greater socioeconomic handicaps, "the schools do not compensate for these disadvantages."

The report warns, moreover, that progress in education, as in other areas examined in the massive four-year study, has slowed dramatically since the economic downturn of the early 1970's.

"Barring unforeseen events or changes in present conditions—that is, no changes in educational policies and opportunities, no increased income and employment opportunities, and no major national programs to deal directly with the problems of economic dependency—our findings imply several negative developments for blacks in the near future," it concludes, "developments that in turn do not bode well for American society."

Released here last week, the 600-page study, *A Common Destiny: Blacks and American Society*, reviews the social and economic gains of the past 50 years and assesses the effectiveness of policies designed to bring about greater racial equality. It represents, its authors say, a distillation of available studies, including new research commissioned by the N.R.C.'s 22-member Committee on the Status of Black Americans.

*Continued on Page 29*

## Teaching Board Says Professional Degree Is Not Requirement

**By Ann Bradley**

OAK BROOK, ILL.—In a major step forward, the National Board for Professional Teaching Standards has released the guidelines for developing assessments that would enable teachers to become board-certified beginning in 1993.

At a national forum held here July 17-19, board officials said they would create assessments and offer credentials in 29 fields, ranging from early-childhood development to vocational education.

The 64-member board also announced that teachers who have acquired a baccalaureate degree from an accredited institution, and who have "successfully completed" three years of teaching at one or more elementary or secondary schools, will be eligible for certification.

The controversial decision upset some members of the teacher-education community, who had hoped that graduation from a school of education would be a prerequisite for the board's credential.

National certification will be voluntary and is seen as complementing, not replacing, state licensure of teachers. Whether some type of continuing professional education will be required of board-certified teachers has yet to be decided.

*Continued on Page 26*

## Detroit Officials See Belt-Tightening Moves As First Steps Along the Road to Recovery

**By William Snider**

The Detroit school board has embarked on the first stage of a financial-recovery plan that requires drastic belt-tightening next year and could result in layoffs for 1,600 employees, including up to 900 teachers.

In addition to the workforce reductions, the budget approved by the board in late June calls for closing five schools and six area administrative offices, eliminating varsity athletics, ending busing for 9,500 students, and cutting spending on textbooks, adult education, and school maintenance.

At the same time, the district appears on the verge of undertaking a major education-reform initiative that would grant new authority to teachers and focus more of the available resources on preschool and elementary-grade improvements.

Detroit teachers are currently considering a new contract whose provisions have not yet been made public but which is believed to embody a significant move toward teacher empowerment and school-based management.

John W. Porter, who became the district's interim superintendent on July 1, also is developing a comprehensive educational-

*Continued on Page 27*

Kenji Kawano

### 'Stuck In the Horizon'

"Indians are like people split in two," says one Native American teacher. Caught on the one hand in a fierce battle to survive economically in the mainstream, they are also struggling to maintain their identity as a separate people. In one tribe, this perilous, neither-nor state is called being "stuck in the horizon." And it forms the central dilemma of a little-examined sub strata of American education holding vast social, historical, and cultural significance. A special pull-out report on the diverse educational landscape of Native American peoples begins opposite page 20.

### Also in the news

**6** **Poised for a Takeover**
A judge in New Jersey last week cleared the way for the state to seize control of the troubled Jersey City school district.

**7** **Back to Mandatory Busing**
Ruling in a nationally watched case, an appellate court has told Oklahoma City to drop its neighborhood-schools policy.

**8** **Tough Stance on 'Choice'**
National Education Association delegates, bucking their leaders, vowed to oppose any federal or state mandates.

## IN SUMMARY

**Dismantling in New York?**
Spurred by the "desperate state" of education in New York City, state education officials are considering a plan to parcel out the central school bureaucracy to as many as 64 autonomous districts. **Page 6.**

**'Common Market' for Educators**
Seven states are hoping to alleviate teacher shortages by enabling educators licensed in one state to practice in another state for up to two years before meeting the latter's licensing requirements. **Page 9.**

**Alternative Educators Unite**
Despite longstanding qualms about creating a national organization, alternative-school educators have agreed to form an "affiliation" to promote nontraditional approaches to education. **Page 11.**

**Battling Over School Finance**
A lawsuit by Oregon students, who argue that a school-funding provision of the state constitution violates their equal-protection rights, has highlighted finance action this summer. **Page 13.**

**Buckeye Reform Package**
Gov. Richard Celeste of Ohio has signed a reform measure providing for the state takeover of academically bankrupt districts and greater parental choice in school selection. **Page 14.**

**Tying Strings to Bush's Plan**
A Senate committee has approved legislation that includes most of the education package proposed by President Bush in April—with strings and Congressional initiatives attached. **Page 19.**

**Child-Care Tangle**
While new statistics show the heavy burden of child-care costs on working women, a conflict between two House panels has placed another obstacle in the path of child-care legislation. **Page 20.**

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# ACROSS THE NATION

## NATIONAL

### Textbook Publishers Ask States For More Time To Produce Materials

States should publish guidelines for textbook publishers at least a year and a half before the deadline for new materials, a report prepared for a publishing-industry group has recommended.

The report by the Book Industry Study Group, a not-for-profit research organization supported by publishers, booksellers, and librarians, also asks states to consider staggering textbook-adoption schedules in order to ease production burdens on publishers.

The report was aimed at easing the "capacity crunch" that publishers say drives up the cost of producing textbooks and makes it difficult to develop materials adequately.

Under the current system, the report notes, states that adopt textbooks statewide require publishers to deliver samples of new materials at the same time—between March and June—that publishers must produce textbooks adopted in prior years. In addition, it points out, states often release content guidelines for new materials as little as three months before the materials are due to be submitted.

"Elementary-High School Textbooks: The Adoption Cycle/Manufacturing Capacity Dilemma," was prepared for the study group by Strategic Information Services Inc., a research firm based in Columbus, Ohio. Copies are available for $60 each from the Book Industry Study Group, 160 Fifth Ave., New York, N.Y. 10010.

■ **School athletic groups need a voice on the United States Olympic Committee,** according to the National Federation of State High School Associations, the National Collegiate Athletic Association, and two other sports organizations.

The Olympic committee is considering a restructuring proposal that would decrease the size of the current 93-member board, in the process reducing the influence of the high-school group, the National Association of Intercollegiate Athletics, and the National Junior College Athletic Association.

At a U.S.O.C. meeting in June, however, the school representatives called for giving the N.C.A.A. two votes and maintaining the votes of the other groups.

George Killian, executive director of the junior-college association, also proposed creation of a school-college council to advise the Olympic committee on issues relating to student athletes.

■ **Twenty teenagers from the Soviet Union will live and attend high school in the United States during the 1989-1990 school year,** under the first such full-year exchange program between the two countries.

The exchange is the result of an agreement between Soviet officials and A.F.S. Intercultural Programs of New York. An exchange of 50 students from each country is planned for the following year.

■ **A private agency has been established to provide free training and technical assistance to local family-literacy programs nationwide.**

The National Center for Family Literacy, created by the William R. Kenan Charitable Trust, will be located in Louisville, Ky.

The foundation currently sponsors family-literacy programs, which teach undereducated adults along with their preschool children, in Louisville and in North Carolina.

In addition to showing other organizations how to replicate the Kenan project, the national center will assemble literacy information, publish a newsletter, and conduct seminars.

## STATES

### School Games in 4 Alabama Cities Are Focus of Gambling Investigation

The Federal Bureau of Investigation has joined local authorities in Alabama in the probe of an alleged sports-gambling ring that may have taken bets on high-school football and basketball games.

Allegations that the outcomes of some games were fixed to change point spreads are also being investigated, but the police chief in Florence, Ala., has said that initial reports of such tampering have not yet been backed up by evidence.

A team of federal, state, and local authorities conducted searches last month at 11 homes in the "Quad Cities" area of northern Alabama that includes Florence, Muscle Shoals, Sheffield, and Tuscumbia. They seized three homes, two cars, boxes of gambling records, and more than $500,000 in cash, authorities said.

Among the homes searched were those of a former high-school football player, two former assistant football coaches, and a Muscle Shoals police lieutenant.

An F.B.I. agent in Birmingham declined to provide other details of the investigation, but another agent told newspapers that the federal agency became involved because of the alleged involvement of the Muscle Shoals police officer.

Local newspapers also have reported that Police Chief Richard B. Thompson of Florence has subpoenaed the videotapes of football games from area high schools to examine them for evidence of tampering to affect final scores.

Mr. Thompson was unavailable for comment last week, but he has said that evidence obtained in the two-year probe was being sent to F.B.I. laboratories for analysis.

Results of the analysis will be turned over to the U.S. attorney in Birmingham, who will determine whether to prosecute. No one under investigation had been charged as of early last week, police said.

■ **Some 80,000 high-school students in New York State this month will take a chemistry test that was canceled in June when a newspaper published the test's answers.**

Commissioner of Education Thomas Sobol also said he was examining the results of the 16 other statewide Regents examinations to determine if there were "unusual patterns" in students' performance.

Officials of the *New York Post*, which published the chemistry answers, said copies of the answer key were widely available.

The state attorney general is investigating the incident for possible criminal violations. In addition, Mr. Sobol said, the education department is considering steps to improve test security.

■ **Colorado schools will be required to conduct radon tests by March 1, 1991,** under a regulation issued by the state department of health.

Public and private schools will have to pay for the cost of testing and must make the results available to parents, teachers, and state officials. The schools will not be required to undertake remedial efforts.

Florida last year became the first state to require schools to test for the presence of the cancer-causing gas.

The new Colorado regulation also requires schools to develop plans for handling, storing, transporting, and disposing of hazardous materials.

■ **The city of Chicago and six airlines at O'Hare International Airport should pay for soundproofing measures at 22 schools near the busy fa-**

AP/Newsfinder

**PRESSING THE FLESH—Former President Richard M. Nixon visits a public elementary school bearing his name in Roxbury Township, N.J.**

**cility,** the Du Page County state's attorney is contending in a lawsuit.

James E. Ryan argues in the suit that the defendants should cover the estimated $13 million in soundproofing costs because the noise from the airplanes robs students of their right under the state constitution to a "high-quality public education."

Robert Kilander, first assistant to Mr. Ryan, said that constitutional principle as it applies to airplane noise has not been tested in court.

The money would be used to replace windows and to insulate roofs and walls at the schools, Mr. Kilander said.

■ **Massachusetts colleges and universities must provide remedial courses for incoming freshmen who fail basic-skills examinations,** the state board of regents of higher education has decided.

The rule has been criticized by college officials, who argue it will place burdens on already financially strapped institutions.

Terry C. Zoulas, a spokesman for the board, acknowledged that the mandate, which will be phased in over the next five years, will require colleges to reallocate resources. But, he stressed, it is necessary to ensure that all students are able to perform college-level work.

■ **Maryland teachers can negotiate over extracurricular duties and transfer procedures during collective bargaining, but not over demotions and assignments,** the state board of education has declared.

The board already had moved to restrict contract negotiations over such issues as class size and content of teacher evaluations.

Beverly L. Corelle, president of the Maryland State Teachers Association, which had opposed the restrictions, noted that the board did not go as far as some had proposed in limiting the scope of negotiations.

"Over all, we're pleased that the state board didn't just rubber-stamp the local boards' request to gut the negotiations law," she said.

While the assignment and reassignment of teachers cannot be bargained over, the board stated, the procedures used in reassignment are subject to negotiation.

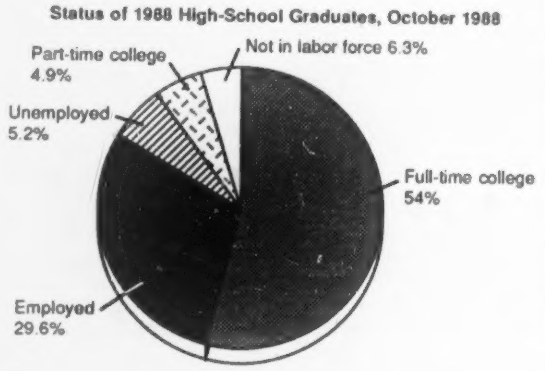
■ **The Hopi Indian Tribe and Northern Arizona University have agreed to develop a model elementary school.**

As part of an ambitious educational and economic-development plan, the university will also train Hopi elementary teachers.

The partnership is expected to cost around $550,000 in its first year, with half of the money being spent on educational improvements.

## DIMENSIONS

# After High School


Status of 1988 High-School Graduates, October 1988

The proportion of high-school graduates attending college the following fall reached a record 58.9 percent in 1988, according to figures released by the Bureau of Labor Statistics.

The bureau estimated that of the 2,673,000 students who graduated from high school in 1988, 1,444,000 were enrolled by October in college on a full-time basis, along with 131,000 part-time students.

The college-enrollment levels of high-school graduates have increased steadily since at least 1978, when 50.1 percent entered college immediately, the bureau noted.

Only 45 percent of black graduates were enrolled in higher education last fall, however, compared with 57 percent of Hispanics and 61 percent of whites.

About 100,000 of the 1.1 million graduates who did not enter college were enrolled in a vocational-training course, the survey indicated.

The bureau also estimated that 550,000 young people dropped out of high school between October 1987 and October 1988.

Further information on the survey (USDL 89-308) can be obtained from the B.L.S., U.S. Department of Labor, Washington, D.C. 20212.

## DISTRICTS

### State To Withhold Aid from Boston For Violating Special-Needs Law

Charging that the Boston school system has violated the state's special-education law, the Massachusetts Department of Education has ordered that $1 million in federal funds be withheld from the district.

Richard Cohen, a monitor appointed by the department to oversee Boston's compliance with the law, said in a report issued last month that the district provided inadequate transportation services and too few speech therapists, among other alleged violations. Nearly 13,000 pupils—23 percent of the district's enrollment—have special needs.

Susan Cole, a lawyer who represents the plaintiffs in a 13-year-old lawsuit charging that the district has failed to provide adequate special-education services, acknowledged that the loss of federal aid may be harmful. But the action will send a strong signal to the district to do more to comply with the law, said Ms. Cole, legal director of the Massachusetts Advocacy Center.

Boston officials responded that the monitor's report contained inaccuracies, and charged that the state appeared to be holding the district to higher standards than those applied elsewhere.

# *Painted in a Corner?*

For nearly a century, a school that straddles the Indiana-Ohio state line has been a symbol of harmony and cooperation between Hoosiers and Buckeyes.

Lately, though, the Union School of College Corner, Ohio, has been entangled in a legal battle that may lead to its demise.

Other than the fact that a painted line runs through the gymnasium to mark the state border—and that it accepts students from both states—the school operates on a day-to-day basis much like any other.

"It's not like we put a little 'I' or an 'O' on students' foreheads," says Marilyn K. Crain, who heads the joint board that oversees the school.

But the school has always lived a double life. It requires teacher certificates from two states, operates under two state boards of education and two curriculum committees, and even deals with two time zones.

The joint board, which includes seven representatives from Indiana and five from Ohio, has spent the past year fighting over an attempt by the Indiana members—and state officials on both sides—to close the K-8 school to Ohio students.

Richard Amick, superintendent of the Union County School District—the Indiana side of the joint board—has testified before a federal district court that personal relationships on the board have become "strained and unpleasant, making cooperation impossible."

The judge in the case ruled in June, however, that Indiana officials could not alter the operation of the school without consent from both sides of the joint board.

The Ohio members of the board want the school to remain open to their students.

Meanwhile, the Ohio State Board of Education wants to stop paying tuition for state students to attend the school.

About 100 of the school's 400 students are Ohioans.

But College Corner district officials appealed that decision in an Ohio court. A judge last month granted a temporary injunction forcing the state to release funds up to Sept. 8.

Funding for the rest of the year remains uncertain, however, and Ms. Crain says the school will not be able to operate without the Ohio money.

Ms. Crain expressed hope that the school would survive in its current form. "All we want," she says, "is to keep on doing what we've been doing for the past 100 years." —L.J.

■ **The Rockford, Ill., school board has agreed to reopen 4 of 11 schools slated to close this fall** under a state-mandated deficit-reduction plan.

As part of a court-approved agreement with a citizens' group, signed last month, the board also promised to create two new magnet schools in black neighborhoods, and to abandon plans for creating a 1,200-student elementary school.

A local group called People Who Care had charged in a federal lawsuit that the deficit-reduction plan would increase racial segregation in the district and place a disproportionate burden on black students.

The district has also agreed to begin a minority-to-majority transfer program and to create a process for addressing broader issues of historical discrimination raised in the lawsuit.

■ **Despite objections from teachers' groups, a court-ordered plan to transfer more than 100 De Kalb County, Ga., teachers involuntarily will not be delayed,** U.S. District Judge William C. O'Kelly has ruled.

Judge O'Kelly ordered the transfers last year, ruling that the average level of teaching experience—and thus per-pupil expenditures—was higher in the district's predominantly white schools than in its mostly black schools.

Teachers had sought a year to develop a plan that would allow shifts needed to equalize experience levels to be accomplished through voluntary transfers, rather than by lottery as the district had proposed, according to Becky Chambers, president of the De Kalb Association of Educators.

The judge last month also denied a motion by black plaintiffs to expand the number of teachers transferred. The district has appealed the transfer to the U.S. Court of Appeals for the 11th Circuit.

■ **A deaf couple can sue their local school system for failing to provide an interpreter at parent-teacher conferences,** a federal judge in White Plains, N.Y., has ruled.

U.S. District Judge Gerard Goettel last month refused to dismiss a lawsuit filed by Kenneth and Karen Rothschild against the Ramapo Central School District.

The Rothschilds, who have hearing children enrolled in the system, say that the district is required under the federal Rehabilitation Act of 1973 to provide interpreters for them at parent-teacher conferences.

The school district, which argues that the federal law applies only to school-age children, had asked the court to dismiss the case.

The judge ruled it was "clear that the parents are entitled to participate to the same extent as nonhandicapped parents" in school-initiated parent-teacher conferences related to the education or discipline of their children.

No trial date has been set.

■ **The Boston School Committee last week approved a three-year contract with the city's teachers' union that calls for site-based management and annual assessments of school achievement.**

Board members and union leaders described the contract, approved by a 5-to-4 vote, as "historic" for its education-reform components and early settlement. The agreement calls for teachers to receive 7 percent raises in each of the three years, at an estimated total cost of $44 million.

Officials conceded, however, that Massachusetts' fiscal ills may prevent the city from honoring the contract. Boston faces a $27-million shortfall in state aid that must be made up before new revenue can be sought to pay for the contract, said Ellen Guiney, Mayor Raymond L. Flynn's education adviser.

"Unless there's light at the end of the tunnel in terms of new tax revenue, it's going to be very hard to find money to fund this contract," said Edward J. Doherty, president of the union.

■ **The Dade County, Fla., school board has given initial approval to a regulation requiring lobbyists to register with the district and report any direct business contacts with either board mem-**

*Continued on Following Page*

pital [illegible] rise in Las Vegas, Nev., has taken over the helm of the nation's largest parent-teacher organization.

Ms. Lynch said she hopes to attract more "nontraditional" members, including fathers, working mothers, single parents, and those who do not speak English, to the group.

"For several years, we have left the burden of parent involvement up to the homemaker," she said. The group can "branch out," she argued, by shifting meeting times and places, supplying bilingual materials, and enlisting parents, rather than children, to recruit new members.

Ann Lynch

Parents should have the option of volunteering only for small blocks of time or for specific activities, Ms. Lynch said. But, she added, they should honor their responsibility to become involved in their children's schooling. "I don't think it's a great excuse anymore to say you have a full-time job," she said.

■ **Rick L. Barger**, a wastewater-treatment official from Little Rock, Ark., thinks teaching children about the need to save water is so important that he willingly adopts an identity that most people would avoid like a broken septic tank. Donning red tights and a blue cape, he becomes "Captain Sewer."

Armed with a toilet seat as a shield and a plunger as a sword, Captain Sewer regularly visits local elementary schools, where he urges children to "conserve all the water they can now."

Mr. Barger's alter ego has become so popular that he now appears in a coloring book about water conservation that the utility distributes to students.

■ The sale of a farm in southern Florida produced a windfall last month for students at **Deerfield Beach High School**—a $6.4-million donation to their college-scholarship fund.

In their will, the late James and Alice Butler had named the school as the beneficiary of 30 percent of the proceeds from the sale of their bean farm, the bulk of which fetched $23 million.

Moreover, some 80 acres are still up for sale, for an expected $7.5 million. That will produce another $1.1 million for the school, according to its principal, Ronald Clodfelter.

The endowment will yield a yearly income of about $550,000, Mr. Clodfelter estimated.

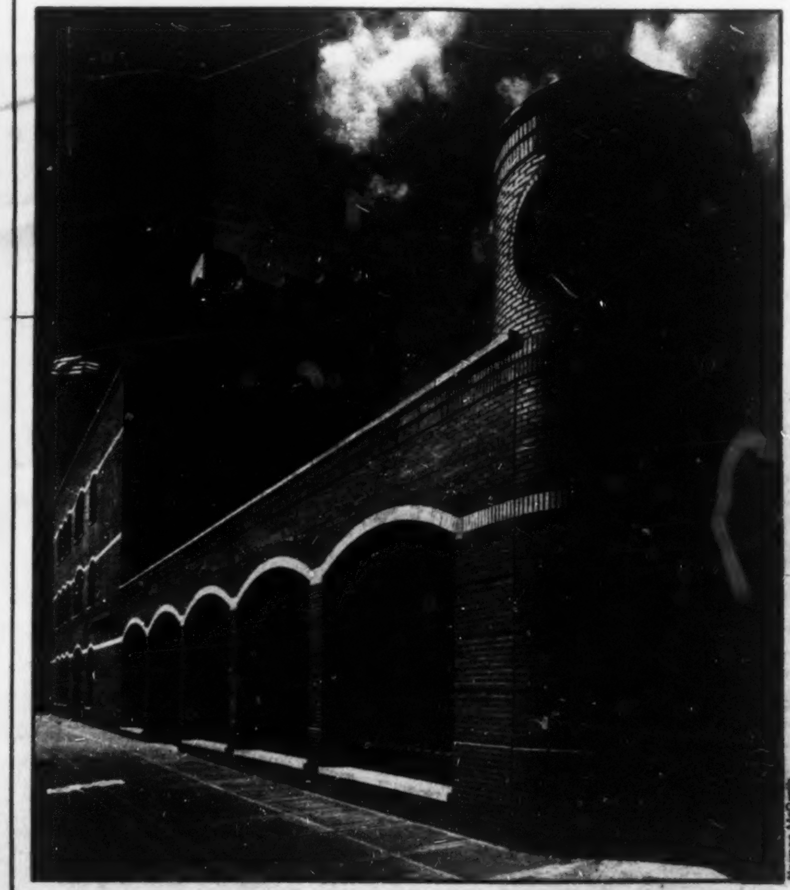
■ **Norman Najimy**, principal of the Richmond (Mass.) Consolidated School, proposed a novel solution to the budget shortage that threatened the jobs of two teachers: abolishing his own job. By dismissing him and paying a teacher an extra $3,000 to handle administrative duties, he suggested, the school could save about $40,000.

The school committee last month took Mr. Najimy up on the idea.

Although the suggestion cost Mr. Najimy his job, it also transformed him overnight into a symbol of the schools' financial hardships and earned him a raft of media invitations to talk about the need to rethink national spending priorities.

"We expect extraordinary achievements from our schools," said Mr. Najimy, "and yet funding for education in relation to the economy is totally inadequate."

Mr. Najimy hopes to find another education job in the Richmond area, but is not very optimistic about his chances. "The opportunities are slim because of the inability of towns to hire new staff," he said.



Norman McGrath

AWARD-WINNING SCHOOL—New York City's P.S. 234 has received an award for excellence in urban design from the City Club of New York. The first primary school to be built in the city in more than a decade, the $13-million facility features a bell tower, decorated steel gates, and a turret housing a reading alcove.

## DIMENSIONS

## Minority Population Growth

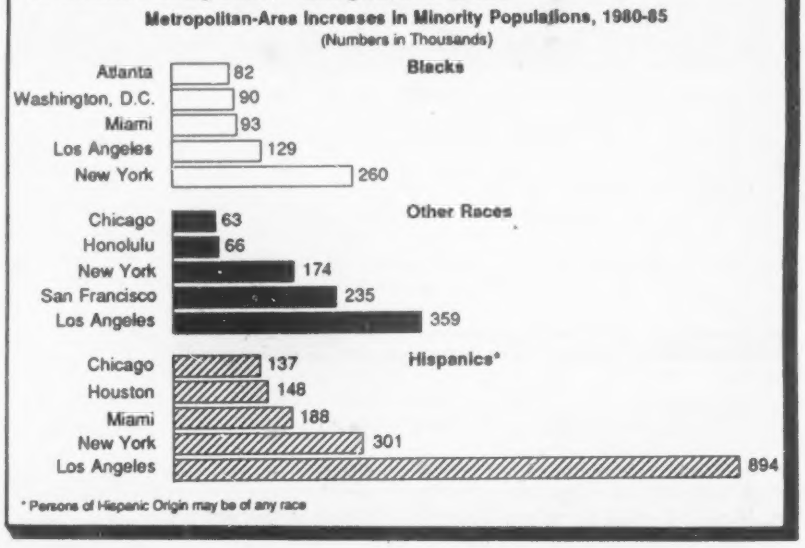
The minority populations of some major cities expanded rapidly between 1980 and 1985, according to a new report by the U.S. Census Bureau.

Figures in the report suggest, for example, that the number of blacks, Hispanics, and other minority-group members in the Los Angeles metropolitan area rose by a total of more than 1 million in only five years.

The figures were contained in the bureau's mid-decade estimate of minority populations by state, county, and metropolitan area.

The bureau estimated that the total population of the Los Angeles region in 1985 included 1.2 million blacks, 3.7 million Hispanics, and 1.1 million Asians, Pacific Islanders, and American Indians.

Copies of "Population Estimates by Race and Hispanic Origin for States, Metropolitan Areas, and Selected Counties, 1980 to 1985" (Series P-25, No. 1040-[illegible]-1) are available for $4.50 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.



## RESEARCH AND REPORTS

### Lessons Said To Help Students Avoid Tobacco, Poor Diet

School programs aimed at encouraging students to adopt a healthy life style—specifically, by avoiding use of tobacco and a diet high in fat—can lead to positive changes in their future behavior, a new study suggests.

The study offers the strongest evidence to date that school-intervention programs can alter habits that have been linked with cancer and heart disease.

Researchers followed a group of 447 students in Westchester County, N.Y., who received special lessons for two hours a week between the 4th and 9th grades. By the 10th grade, the study found, those students were less likely to smoke or have a high-fat diet than were students in a control group that did not have the classes.

Students in the program reduced their total fat intake by nearly 10 percent. The proportion of participants who smoked was 73 percent lower than for the other students.

The majority of the students studied were white and from middle- or upper-middle-class families. "If these findings can be replicated among sociodemographically diverse populations of schoolchildren," the researchers concluded, "it would suggest that programs such as this may have the potential to reduce the population risk for the second leading cause of death [cancer] in the United States."

Results of the study, which was supported by the National Institutes of Health, were published in the July 5 issue of the *Journal of the National Cancer Institute.*

■ **High-quality, stable child care is necessary for teenage parents seeking to participate in education and vocational programs**, preliminary results from a study by the National Center for Research in Vocational Education and the RAND Corporation suggest.

Informal child-care arrangements cannot be relied upon, many program administrators and participants told researchers.

But relatively few schools offer on-site day care, and those that do have long waiting lists, the research shows.

The preliminary results were outlined by the N.C.R.V.E. in comments responding to proposed federal welfare regulations.

■ **Children from large families generally receive fewer years of schooling and have poorer verbal skills than those from small families**, a researcher has concluded.

In a review of six national surveys conducted from 1955 to 1986, Judith Blake, a professor of population at the University of California at Los Angeles, found that children from small families were far more likely to complete high school and attend college than were those from large families.

As a result of greater "parental interaction and attention," Ms. Blake argued, children from smaller families also scored higher on verbal-skills tests than did those from larger families, regardless of parents' education, income, marital status, or residence.

Ms. Blake's work is summarized in the July 7 issue of *Science.*

■ **Colleges must make greater efforts to give at-risk youths an early awareness of opportunities in higher education**, urges a new report by the American Council on Education and the National Association of Student Financial Aid Administrators.

The report calls for programs to provide counseling for at-risk pupils in the late elementary and early secondary grades.

Copies of "Certainty of Opportunity" are available for $7 each from the National Association of Student Financial Aid Administrators, 1920 L St., N.W., Suite 200, Washington, D.C. 20036.

## Introduction

# The High Cost Of Endurance

A Navajo girl plays "America's game" wearing traditional gear.

Kenji Kawano

They are the original "at risk" Americans.

Yet in the school-reform movement, Native Americans have been all but invisible. They are an asterisk to the roster of statistics on the educationally disadvantaged—an anonymous "other" in the phrase "blacks, Hispanics, and other minorities."

Demography plays a role in this lack of visibility. Indians make up a little over one-half of 1 percent of the U.S. population.

But history—and the stark contours of Native America's socioeconomic landscape—provide compelling reasons to look beyond the asterisk.

Unlike other minority groups, American Indians have been specifically promised—through treaties and other federal measures—the nation's help in educating their young. Politically, they are unique—an indigenous "nation within a nation" that forfeited land for the promise of peace.

But despite more than a century of interactions with the federal government over the exact nature of that special status, the needs of Native Americans remain woefully under-examined.

Reports on current youth issues, such as the National Research Council's study of adolescent sexuality, *Risking the Future*, make note of a glaring "lack of complete and consistent information" on American Indians.

### No 'True Research'

Not even the precise size and characteristics of the community are available in unequivocal detail. The 1990 U.S. Census will be the first to promise "100 percent counts" for some 200 Indian tribes. Previous censuses have contained only sample information—and have relied on self-identification to establish whether respondents were in fact Indians.

School-related data have been even scarcer. Only in 1968 did the federal government begin providing nationwide enrollment figures for Indians in public schools, even though the majority of Indian students were attending public schools long before then.

"Nobody is doing any true research," laments Rachel Misra, an administrator with the Navajo Nation's education division. "They start with a hypothesis and then go about proving it."

Says the University of Oklahoma's assistant vice-provost, John Steffens: "There is no nationally relevant data, only project-by-project data, and that's weak."

Nevertheless, the collective portrait of Native American children that emerges from the statistics that do exist is one of extreme risk—a risk that in many cases exceeds that for blacks and Hispanics, the two population groups most heavily targeted thus far in school-reform efforts. For example:

- *Native Americans have the highest dropout rates of any racial or ethnic group in the United States.* The U.S. Education Department's longitudinal study of 1980 high-school sophomores put the figure at 29 percent. Other studies, which include students from lower grades and those attending federal Indian schools, go as high as 50 percent.

What is more, they show that Native American children begin dropping out of school much earlier than other groups, often in the elementary years.

- *The teenage suicide rate among Indians is the highest of any group.* Clusters of teen suicides are hitting even small reservations, with six youths on the Warm Springs Reservation in central Oregon (population 2,800) killing themselves during a two-month period last year. Nine young people on Wyoming's Wind River Reservation took their own lives during a five-week period in the fall of 1985, and in the Alaskan village of Alakanuk, whose total population is 550, eight Yikik Eskimo teenagers committed suicide in 1986.

> *"The story of the Indian . . . is a record of endurance, of survival, of adaptation and creativity in the face of overwhelming obstacles."*
>
> —Richard M. Nixon

- *In school, Native Americans stand a greater likelihood than other groups of being labeled handicapped or learning-disabled.* According to data from the federal longitudinal study, 11 percent of Indian sophomores in public and private high schools were enrolled in special-education programs; another 36 percent were classified as having some form of handicap, and only 53 percent were termed "not handicapped" in any way. Among blacks and Hispanics, those in special programs represented 9 and 7 percent, respectively, and the proportion classified as not handicapped in any way was 66 percent.

- *Rates of poverty and unemployment in the Native American community are among the highest in the nation.* According to the 1980 census, the median family income for Indians was $13,600—more than $6,000 less than the median income for all families. The poverty rate for individuals—28 percent—was more than double the national rate of 12 percent, and the unemployment rate was also double the national average.

The conditions on reservations, where one-quarter of the Indian population resides, are far worse.

According to a 1986 report by the U.S. Interior Department, male unemployment on the reservations is 58 percent and the poverty rate approaches 50 percent. Some reservations report unemployment rates of 90 percent. And 14 percent of those living on reservations survive on incomes of less than $2,500.

- *Indian children have a greater than average likelihood of being without the educational advantages of living in a two-parent family, having parents who are themselves educated, or coming from environments in which formal education is highly valued.*

Almost one Native American family in four is headed by a woman, according to the 1980 census count. Figures from the federal Bureau of Indian Affairs indicate that single-parent families make up almost 40 percent of Indian households. And though the proportion of black children living with only one parent is higher, no other racial or ethnic group has as many children living with neither parent.

In public and private high schools, the proportion of Indian students living in families where the best-educated adult has less than a high-school diploma is slightly more than 1 in 10, according to the Education De-

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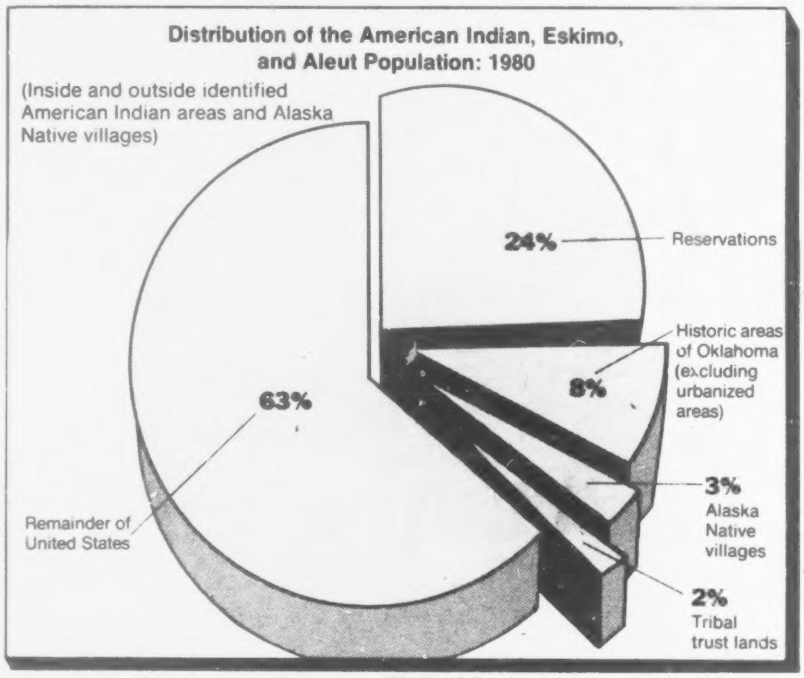

SOURCE U.S. Department of Commerce BUREAU OF THE CENSUS

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partment's study. The 1980 census figures indicate that, among reservation Indians age 25 and older, 27 percent have less than an 8th-grade education.

In addition, a 1988 report by the Bureau of Indian Affairs indicates that many Native American parents do not have "as high expectations as other minorities for the educational achievements of their children," in part because of their own negative school experiences.

According to the report, only about half of the Indian parents surveyed thought their high-school child should go to college. By contrast, about 70 percent of black parents wanted their children to attend college.

- *The health conditions of Indian people are among the poorest of any population in the United States.* The infant-mortality rate is 11 percent above the national average, the rate for diabetes is five times higher than that of the population at large, and the incidence of tuberculosis is eight times higher.

Adding to these problems—and, some health officials say, to Native American children's learning difficulties—are widespread nutritional deficiencies in poorer reservation communities.

In addition, Indian leaders and health experts have long identified substance abuse—particularly alcoholism—as a pervasive and entrenched problem on many reservations, affecting, by some estimates, the lives and functioning of more than 60 percent of the children.

Four of every 10 deaths among Indians are alcohol-related. And recent research has found that up to 25 percent of infants in some tribes are born mentally and physically impaired by fetal alcohol syndrome.

### 'Not Voluntary Participants'

Taken together, these factors present a picture of the outer extremes of what has come to be known as the "at risk" condition. But added to them are intercultural tensions that American Indians share with other minorities and a unique set of disadvantages they bear as members of a subjugated people.

Like Hispanics and other immigrant populations, Native Americans often enter school with a language handicap. Though many of the approximately 206 Indian languages are slowly dying out, others, such as Navajo and Cherokee, are often spoken in the home as the primary language.

In addition, notes the American University linguist William Leap, many Native American children speak a hybrid version of English that incorporates the native language—an evolved form of communication he calls an "Indian English" code.

"You find these kids floating between two nonstandard languages," explains Dick Littlebear, president of the Montana Association for Bilingual Education, "a population growing up without a linguistic home. They haven't had the basis to develop reasoning skills."

According to the University of California scholar John Ogbu, the Native American child also carries into the classroom social handicaps stemming from his history that can depress motivation in the same way that language deficiencies hamper skills development.

Along with blacks and Mexican-Americans, Indians fall into a category Mr. Ogbu defines as "nonimmigrant minorities"—those who did not join the mainstream culture by choice and who, because of the constant evidence they see of racial prejudice, may have internally rejected the notion that education can pay social or economic dividends.

For Indians, this condition may be more sharply defined than for other groups. "Unlike all other Americans who trace their origins at some point to immigration," says a 1988 B.I.A. report, "Indians and Alaska Natives, as indigenous Americans, were not, and some are not today, voluntary participants in the American way of life."

### 'Absolute Might of White Society'

In fact, the struggle to maintain their integrity as a separate people has been a mainstay of Indian life since Columbus first set foot on the New World, misnaming the original North American inhabitants, numbering 10 million by some estimates, in the process.

Until the latter half of the 19th century, the struggle was a quite literal one, as the warfare, disease, and dislocation that followed the arrival of white settlers took their toll in lives and land. By 1850, the Indian population in the United States had been reduced to 250,000. And by 1871, when the last treaties with the federal government were signed, Indians had ceded more than a billion acres of often-sacred Indian land in return for peace and certain social benefits.

Among the latter was education. As early as 1774, Indian tribes were asking for—and receiving guarantees of—educational help in return for their land and good will. But what they most often received in return, according to historians, was an inadequate mixture of paternalism and coercion.

"For the past century we have been intellectually overwhelmed by the absolute might of white society," says the lawyer and author Vine Deloria Jr., a Sioux, in *The Schooling of Native America*, published in 1978 by the American Association of Colleges for Teacher Education.

Mr. Deloria, founder of the Institute for the Development of Indian Law in Washington and author of the popular study *Custer Died For Your Sins*, argues in the AACTE publication that even the definition of education, as promulgated by white America, should be questioned by Native Americans. It is based, he says, on a belief in "individual salvation" and ignores the strong kinship orientation of Indian peoples.

He writes: "Rather than learning about the benefits of Western capitalism in the educational process, one would do better to learn about the old Indian customs and traditions. Spend time meditating on the means by which such ideas can be transformed into political and economic reality in contemporary America. Recognize again the collective or group nature of social existence."

The thought is one that has motivated many Indian educators over the last two decades, an era in which, for the first time, federal policy has been characterized by real efforts toward self-determination in Indian education.

In a 1970 message to the Congress that outlined a program aimed at putting more control over Indian affairs into tribal hands, President Nixon said, "The story of the Indian in America is something more than the record of the white man's frequent aggression, broken agreements, intermittent remorse, and prolonged failure."

"It is a record also," he said, "of endurance, of survival, of adaptation and creativity in the face of overwhelming obstacles."

### 'Educate for Survival'

Today, with the Indian population growing at a rate that is twice that of the nation as a whole, that legacy of adaptation and endurance is being put to its severest test. And neither government nor the diverse Native American community seems certain how best to respond.

William Geier, a consultant who toured Indian country in the fall of 1986 as part of an informal field study for the Edwin Gould Foundation for Children, said in his report that "throughout this trip, I had the overwhelming and sinking feeling that I was witnessing a process of complaisant, almost voluntary, genocide."

"Native Americans are rapidly killing themselves off as a people," said Mr. Geier, whose report, intended for internal use only, set off a furor when it was leaked to Indian groups, "and no one on the outside is doing much more than screaming about the injustice of it all, wallowing in guilt, or

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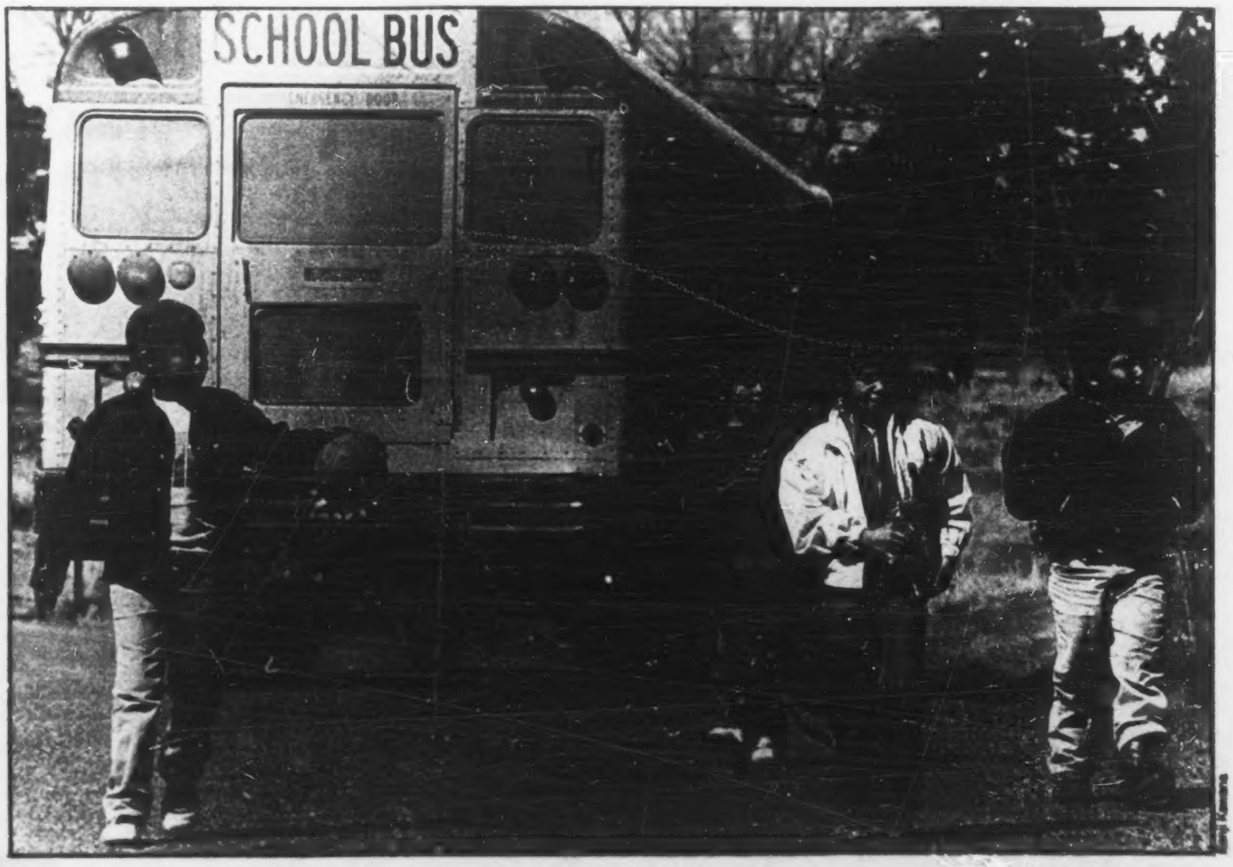

Elementary pupils at the Fort Defiance School on the Navajo Reservation in Arizona.

Kenji Kawano

Tom Casey/Oglala Lakota College

Tom Casey/Oglala Lakota College

**From top left, a Window Rock Navajo family; Duane Janis, an Oglala Sioux playing for Little Wound High School, rebounds during 1983 South Dakota championship in Sioux Falls; an Oglala Sioux pupil.**

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pointing fingers."

Though advocacy groups denounced some of Mr. Geier's characterizations of Indian parents as insensitive, few quarreled with his overall conclusion: "Indians must educate in the broadest sense of the word, educate for survival."

Determining how that can best be accomplished, however, has been hampered by the political complexities of the Indian's role in U.S. society—and by the diversity of opinion and of life situations within the Indian community.

"One of the fallacies that white people have of Indians," notes Mr. Littlebear, a member of the Northern Cheyenne tribe, "is that they think we're generic."

In fact, though the Native American population constitutes only a tiny fraction of the U.S. population, it encompasses some 206 languages, more than 500 tribes and native groups, and vast differences in custom, wealth, economic development, geographic isolation, and tribal governance.

This diversity has led to divided opinions on some key issues, such as the speed with which tribes should assume some of the responsibilities now undertaken by the federal government, and the balance that should be struck between short-term and long-term solutions to economic problems.

In 1987-88, the College Board and the American Indian Science and Engineering Society co-sponsored a series of seven "dialogues" in various parts of the country that brought together Indian leaders and others to attempt to reach a consensus on areas of need in Indian education. In a draft report from a dialogue held in Portland, Ore., Susan Ware, the project director, makes clear that a recognition of Indian diversity will be central to planning for change.

"One of the major problems of American Indians at present is the fact that they are seen as 'one people with one need,' " Ms. Ware writes. "It must be recognized that this is simply not true."

"There are measurable differences," she says, "between urban Indian educational needs and the educational needs of the reservations." And wide variations within these settings exist in the training and support given teachers, the involvement of parents and tribes in education, and the impact of economic and other social factors.

"All Indian people and all Indian educational needs are not the same," she asserts, "and cannot be dealt with in the same manner."

### Indian Country's New 'Battleground'

There seems little chance, from a logistical standpoint, that today's 400,000 Indian schoolchildren will ever be dealt with in some uniform way. They attend schools of varying types—including federal, state-funded public, and private. And within each type of setting, the Indian influence over curriculum and governance may vary from little to great.

*"One of the fallacies that white people have of Indians is that they think we're generic."*

**—Dick Littlebear, Northern Cheyenne tribe**

Today, what is traditionally thought of as "Indian education"—the programs of the 181 schools funded by the Bureau of Indian Affairs—is actually only a small component of the whole. Less than 10 percent of Indian students nationally—about 38,000—attend B.I.A. schools. Approximately 11,000 of these students are enrolled in B.I.A. boarding schools, which were once a staple of the federal system.

Seventy of the B.I.A. schools are operated by tribes under contract with the federal government, so-called contract schools.

About 5 percent of Indian students attend private schools, usually those affiliated with religious groups having a history of involvement in Indian schooling.

More than 85 percent attend public schools, where they may receive special services of varying quality through federal programs that compensate states serving large numbers of Native Americans.

Though 43 percent of the public-school students are enrolled in schools located on or near reservations, equal numbers attend urban and inner-city schools. There, they are likely, educators say, to face the same kinds of pressures and problems faced by black and Hispanic students—with the additional burden of a sometimes fierce battle of cultures.

In Minneapolis, the persistent underachievement of the city's large population of Indian students led in 1987 to protests that resulted in the formation of a task force to study the idea of creating a separate school district for Native Americans. Said one board member of the controversy: "Public education has just blown it. We have put all kinds of money into programs . . . and done a simply miserable job."

Last year's report by the bureau, though nodding to recent gains, concluded that, whether they are enrolled in B.I.A. facilities or other systems, "far too many Indian children still leave school without having mastered the basic knowledge and skills that formal education is supposed to provide."

The report calls Indian education a "small battleground in the movement to improve U.S. education" but one that could yield insights into "the problems and the poor results of minority education throughout America."

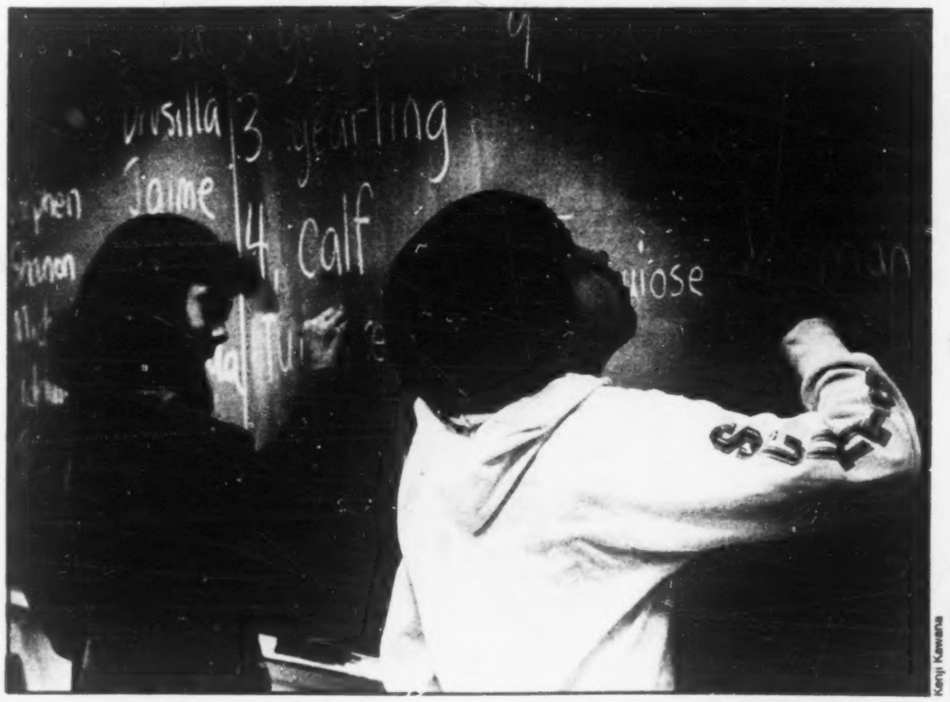
All the forces that unite Native Americans—their common respect for heritage, their strong "kinship orientation," their shared history of oppression—are being drawn on now, as leaders at all levels of government, including the tribal level, seek the means of winning the battle.

They do so amid much uncertainty. The federal bureaucracy is seemingly poised for a rearrangement of the way it fulfills its historic obligations. But fiscal constraints at both the state and national levels militate against the provision of increased services. And the whole of education is struggling to find a balance between the twin objectives of "excellence" and equity.

For Indian country, which is seeking in education solutions to devastating and long-term economic hardships, this may be a historic moment. —M. SANDRA REEVES

*The Politics of Control*

# From 'No Power' To Local Power?



Kenji Kawano

One educator describes many Native American pupils as "floating between two languages."

A tiny minority among minorities, American Indians have had a particularly hard time exerting any influence over the education of their children.

"We're such a small segment of America, we have no power," says Sally Hunter, an Ojibway Indian who teaches in the Minneapolis public schools. "We have to rely on the kindness of those in power."

Although the federal government's policy of "self-determination" for Native Americans requires that the Bureau of Indian Affairs give Indian communities considerable say in the education of youngsters in B.I.A. schools, only 10 percent of Indian children today attend such schools.

The vast majority are enrolled in the public-school system. This includes both the majority of Indian children who now live off of reservations, in cities and in small towns, and the large number who live on reservations but attend local public schools.

For the parents of these children, finding ways to help shape their education has proven an uphill battle.

The Mesquaki Tribe, for example, dictates the education policies of the K-6 Sac and Fox School, which is part of the B.I.A. system. But the tribe has little influence over the South Tama County, Iowa, public schools, where nearly three-fourths of Mesquaki children are enrolled and where they represent 12 percent of the student population.

Lorraine Davenport, a former member of the Mesquaki parent committee that monitors federal Indian programs, says public-school officials often ignore the suggestions of Mesquaki parents and have little notion of the problems facing Indian students.

No Mesquaki has ever been elected to the South Tama County school board and none is likely to be, according to the tribal chief, Donald Wanatee. This is largely because Mesquakis who live on tribal lands are still denied the right to vote in school-board elections.

Although the reservation, where about 75 percent of the tribe's members live, is within the geographical boundaries of the school district, it is not considered a part of the school system for voting purposes.

"The public-school system is archaic," Mr. Wanatee charges. "It's bogged down in a quagmire of racism. We're not going to get anything from it unless we go to court and fight for it."

### Turning to the Courts

That view is shared increasingly by other Native Americans, says Jeanette Wolfley, a lawyer for the Native American Rights Fund in Boulder, Colo. More and more, she notes, Indians are turning to the courts to extract from public-school districts a modicum of control over their children's education.

Recent cases have involved such charges as discriminatory hiring of teachers, unfair treatment of Indian students, and violations of voting rights in local school-board elections.

In 1980, for example, the Potawatomi Tribe, which lives outside the small town of Crandon, Wisc., began complaining to the state's bureau of equal educational opportunity that Indian students were disproportionately represented in disciplinary actions by the public schools. The tribe also charged that school officials had refused to provide culturally relevant instruction or to eliminate textbooks that depicted Native Americans in denigrating stereotypes.

After conducting two separate investigations, the bureau found that the school district had refused to provide programs geared toward Indian students' cultural needs, because such courses were considered "contrary to the concept of equality."

It also found that only four Native Americans had graduated from Crandon High School between 1970 and 1980, even though Potawatomi youngsters represented 7 percent of the district's 1,000 students.

In 1986, the Potawatomis filed suit against the school district and the state of Wisconsin, after concluding that their complaints and the two state investigations had failed to result in a solution.

An out-of-court settlement resulted in several reforms, including the creation of a tribal-education committee to review school textbooks, the introduction of cultural-sensitivity training for teachers, and an exploration of the need for bilingual instruction.

### 'Now They Want To Vote. What Next?'

Another 1986 lawsuit, in Big Horn County, Mont., centered on a voting system that Indians alleged disenfranchised them from public-school governance.

In *Windy Boy* v. *Big Horn County*, U.S. District Judge Edward Rafeedie ruled that Crow and Northern Cheyenne Indians had been denied access to schools and local government because of a discriminatory at-large voting system—a pattern civil-rights activists charge is common in localities where Indians reside.

Big Horn County is larger than the state of Connecticut, with a population that is 52 percent white and 46 percent Indian. Most whites live in the county seat of Hardin, while most Crows and Northern Cheyennes live on two reservations that constitute nearly 90 percent of the county's land.

Despite the large percentage of Indians in the county, before 1987 only one had ever been elected to the Hardin school board, which supervises a district that encompasses a populous section of the Crow Reservation.

According to Janine Windy Boy, president of Little Big Horn College and chief plaintiff in the case, the Crow Tribe had actively pursued voter registration during the early 1980's, in an effort to gain positions on the school board and on the county board of commissioners.

But by 1984, the Indian community had concluded that no matter how many Native Americans voted, they would always be defeated by the white majority.

Although the at-large electoral system featured district representation, it allowed all county voters to elect the commissioner for each district. Winning candidates sometimes gained as few as 20 votes in their own district, but were carried to victory by thousands of votes coming from elsewhere in the county.

The suit charged that such procedures violated the Voting Rights Act of 1965, and testimony during the trial revealed a variety of discriminatory voting practices.

Dale Old Horn, a Crow educator and linguist trained at the Massachusetts Institute of Technology, also testified that Indian pupils were almost automatically tracked into vocational courses in the county's schools.

Other witnesses said school officials had refused to meet with Indian parents, once resulting in the loss of federal funds earmarked for Indian students.

Laughlin McDonald, a lawyer who helped prepare the Indians' case, says he was "surprised and perhaps a little naïve at how overt the discrimination was."

Indians in Montana, he argues, "are at about the same point blacks were 20 to 30 years ago" in the South.

In compliance with Judge Rafeedie's ruling, Big Horn County was divided into voting districts. And in 1987, two Indians were elected to Hardin's six-member school board.

But despite the court victory, Ms. Windy Boy says she does not expect any real changes in the immediate future. "Resolving voter discrimination doesn't solve all your problems," she says, when attitudes toward Indians remain unaltered.

After the court decision, for example, one white resident of the county remarked, "Now they want to vote. What next?"

In Wisconsin, Eugene Shawno of the Potawatomi tribal-education committee predicts that "it may be 10 years before we see any benefits" from such legal victories.

"There's hard feelings from way back," he says.

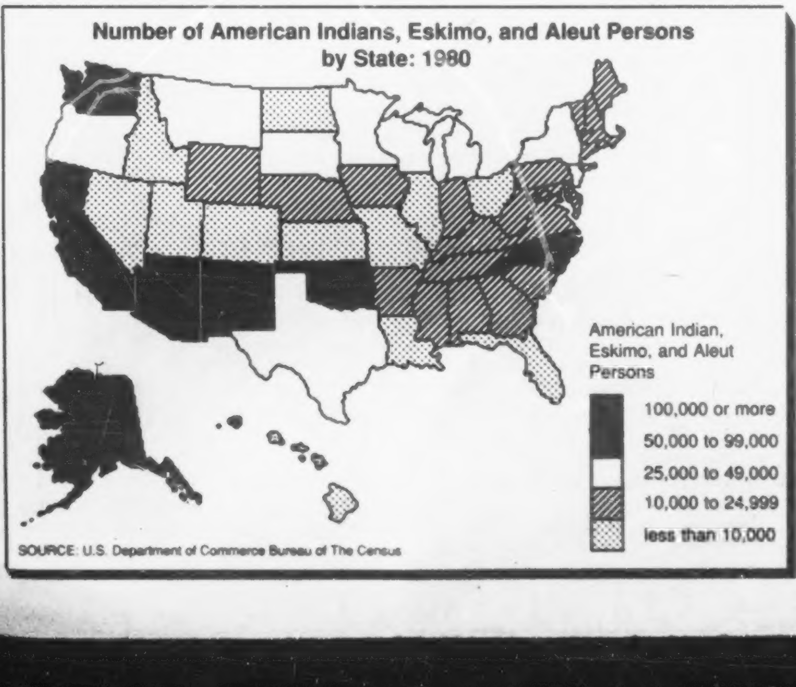
### Making Politics 'a Priority'

Others complain that even when Indian parents are given the chance to participate in their children's schooling, many are reluctant to do so, either by serving on committees or by taking charge of program planning.

Some Indian leaders also worry that the election of Indian school-board members has not necessarily benefited Indian students. Often, they suggest, successful candidates have been more interested in personal advancement than in educational issues.

Gerald Wilkinson, who died recently after serving as director of the National Indian

**Number of American Indians, Eskimo, and Aleut Persons by State: 1980**



SOURCE: U.S. Department of Commerce Bureau of The Census

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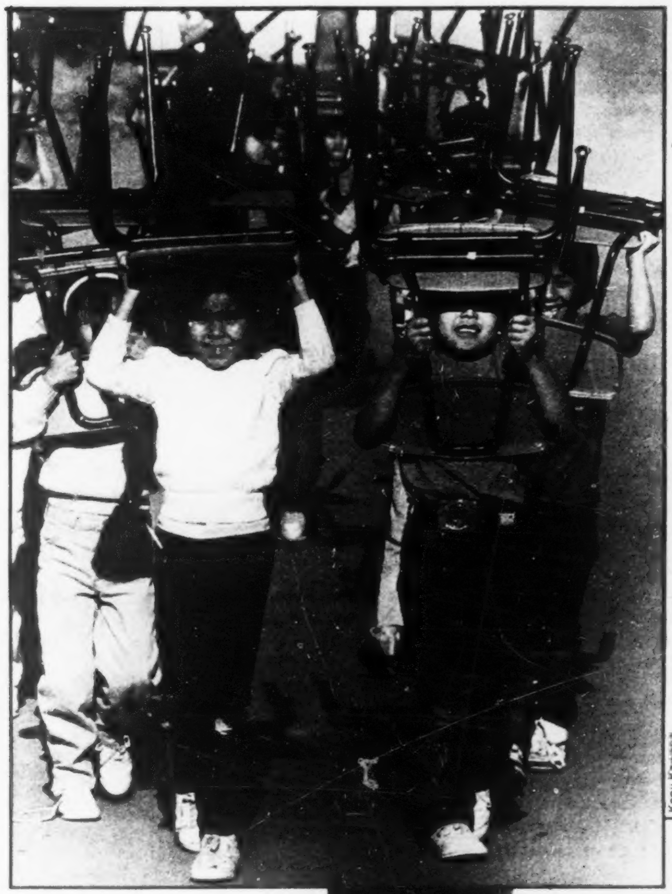
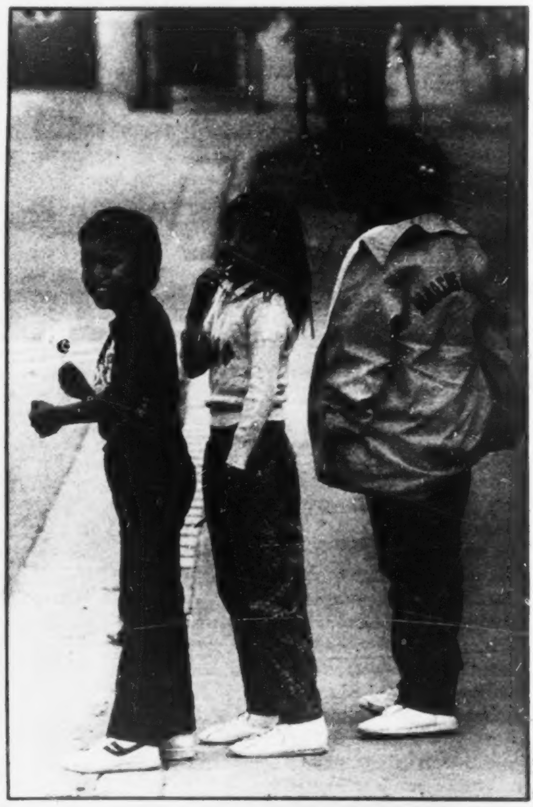


Kenji Kawana



Kenji Kawana

Phoenix Newspapers, Inc.

Kenji Kawana

Navajo children of the Arizona reservation. "Many of our kids are ashamed of themselves," says Judy Davis, an educational consultant on the reservation. "They don't know who they are or where they come from. A lot of them are so ashamed they won't even say their Indian names in public."

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Youth Council, last year cited political inexperience as one reason that Indian communities frequently failed to elect effective school-board members. "With their history of suppression, being involved in the political process hasn't exactly been a top priority," he said. "But more and more, Indians are seeing how these boards are impacting on their lives. As they get more experience, they'll be able to discern who's really on their side."

### A Zuni Success Story

In the rare instances in which Native Americans have been able to gain control over their public schools, the results have been promising.

In 1979, the Zuni Tribe in New Mexico concluded a decade-long study that found more than 40 percent of school-age Zuni children were not enrolled in school. That same year, Zuni high-school graduates recorded average scores just above the 8th-grade level on the state's comprehensive test of basic skills.

Ten years later, Superintendent Hayes Lewis of the Zuni Public Schools proudly cites an annual dropout rate of only 3 percent and a 34 percent college-attendance rate among last year's high-school graduates.

He attributes the turnaround to the tribe's decision to break away from a large public-school district and establish its own reservationwide district.

Prior to that separation, no Zuni had ever served on the school board of Gallup-McKinley County. Today, the reservation's education policies are set by a local all-Zuni board.

Unfortunately, most observers concede, success stories like the Zuni's remain anomalies. Establishing public schools that are Indian-controlled, such as the Zuni Reservation's, requires a unique demographic situation. The Zunis had a large enough population to justify creating their own school district, yet they were a small enough segment of the Gallup-McKinley County district that their efforts to break away did not threaten the larger school system's economic viability.

### 'Time To Try Something Different'

Many Native Americans are keeping a close eye on a controversial proposal to establish a separate, all-Indian public-school district in Minneapolis.

The proposal, developed by a group of Indian leaders and area educators, would create a smaller district within the urban area that would offer a concentration of Native American programs and teachers and be governed by an Indian school board.

The proposal responded to the concerns of many Native Americans in urban areas that their children do not have access to culturally relevant programs or instruction and are discriminated against within the larger school system.

In a 1982-84 study, for example, the Urban Coalition of Minneapolis found that Indian students were suspended at nearly three times the rate of white students. At the same time, a statewide task force on Indian education found that one in eight Indian children was assigned to special education, compared with one in 20 whites.

Rosemary Christensen, director of Indian programs for the Minneapolis public schools, contends that radical steps are needed because of the "total failure of white man's education to meet Indian students' needs."

"The public-school system is an inert beast," she says. "It's full of institutional racism, and it can't move from its own inertia. We've pumped $4 million in federal money into that beast, and we've got little to show for it. It's time to try something different."

If adopted, the Minneapolis proposal could dramatically alter the course of Indian education, expanding the concept of all-Indian schools beyond the boundaries of reservations and into cities, where more than one-third of American Indians live.

But the idea is sure to be controversial.

Many city and state officials argue that creating separate public-school systems for Indians runs counter to desegregation laws. And they question the ability of separate schools to provide an equal education.

Others contend that once Native Americans leave the reservation, they forfeit their rights as tribal members to control general-education policies.

For now, if Indian parents wish to participate in their children's education, most must continue to rely on federal requirements that schools create parent committees to oversee federally funded programs, such as Title IV.

A 1983 evaluation of the Title IV program by the U.S. Education Department found that parents and staff members who participate in such programs are "often the only Indian presence officially associated with the school system." But critics also allege that the role played by parent committees is often meaningless, serving as little more than a "rubber stamp" for existing school policies.

### Making Do in B.I.A. System

Even within the B.I.A. system—where Indian communities theoretically can exert substantial control over their children's education—Native Americans say the process of moving toward self-governance is fraught with problems. These include budgetary constraints, accusations that federal officials are slow to give up power, and infighting among tribal leaders.

Two years ago, for example, the Red Scaffold School on the Cheyenne River Reservation in South Dakota expanded from a K-9 to a K-12 institution to avoid sending area students to public or boarding high schools.

But despite the school's expanded student body and its greater transportation costs, the B.I.A. declined to increase its level of maintenance funding.

According to Brian Charging Cloud, a member of the Red Scaffold school board, the school operated for a full year in a jury-rigged facility. An old lunchroom was partitioned into high-school classrooms, and students took their meals at a nearby senior citizens' center.

In 1987, the Santa Fe (N.M.) Indian School was one of two B.I.A. schools recognized for educational excellence by the U.S. Education Department among 271 schools nationwide. But Assistant Superintendent James Moffitt complains that to excel, the contract school has had to rely heavily on private donations and other outside funding sources.

### Moves To Control 'Discouraged'

Other tribal leaders complain that the bureau has discouraged their efforts to contract for the operation of reservation schools or has made it difficult to run those schools effectively.

Following a 1988 Congressional hearing, Representative Augustus F. Hawkins, chairman of the House Education and Labor Committee, charged that the agency had "discouraged" local Indian communities from operating schools and "caused needless program disruption and expense," in part because of bureaucratic red tape and intimidation.

The Cheyenne-Arapaho Tribe in Oklahoma, for instance, remains locked in a struggle for control of a school that the B.I.A. closed in 1984.

Bill Berlin, a former Cheyenne-Arapaho education director, says the tribe had taken over management of the school in 1979, hoping to create a learning environment that was culturally compatible with its students. Within two weeks, however, tribal factions secured a court order returning the school to B.I.A. operation. Five years later, the bureau closed the facility and transferred its students to local public schools.

Mr. Berlin contends that agency employees "fueled the fires" in the factional conflict by warning tribal members that B.I.A. jobs would be lost if the tribe took over the school. On most reservations, the bureau is a major source of employment.

Leaders in other tribes also describe situations in which community members, often those employed by the federal agency, were hesitant to become involved in school matters for fear of losing their jobs.

### Tribal Politics Faulted

But the blame for such conflicts does not lie entirely with the federal government, Indian officials acknowledge. Within tribal communities themselves, they say, struggles are going on over who should control the schools—separate Indian school boards or local tribal governments.

The result is, some Indian parents worry, that tribal politicking will itself create obstacles to adequate schooling.

Many tribes, for example, have established departments of education to disseminate fed-

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eral funds to reservation schools, distribute postsecondary scholarships to tribal members, and operate Head Start programs.

Some have developed tribal codes of education, which outline policies for all schools on the reservation but are largely ignored. According to Roger Jourdain, chairman of the Red Lake Band of Chippewas in Minnesota, however, tribal governments would like to assert more authority over Indian children's education.

Addressing a Minnesota state task force on Indian education in 1987, Mr. Jourdain argued: "Rules and regulations of the state board of education that conflict with those promulgated by the tribal code must be waived or otherwise relaxed to ensure that tribal goals are met."

In particular, he proposed that tribes be granted greater power to hire and fire teachers in public schools on their reservations, as a way to ensure that tribally mandated curriculum policies are carried out.

### 'Local Control,' Not Tribal Control

The concern of educators and some Indian leaders about the emerging role of elected tribal governments stems from their relative novelty.

Tribal government, as it now exists on Indian reservations, was an innovation introduced with the Indian Reorganization Act of 1934 that is not yet fully trusted.

Traditionally, many tribes were governed by consensus. No decisions were final until agreed upon by all members.

Indians' inexperience with European forms of government, and flaws within the political system imposed on reservations, have combined to produce frequent squabbles within tribes that are intensified by the tribal government's status in many instances as the community's principal employer.

Critics charge that tribal decisions are sometimes based on how many friends and family members can be given jobs, rather than on what is best for the tribe.

In this year's Senate investigative hearings, for example, Indian witnesses alleged that in exchange for bribes or other favors, tribe members fronted for phony "Indian-owned" companies that then performed shoddy contract construction work on reservations or bilked tribes of earnings from their natural resources.

But other witnesses and several committee investigators—who resigned over the issue—charged that the focus of the hearings should have remained on evidence of mismanagement by the Bureau of Indian Affairs rather than on the conduct of tribe members. They argued that instances of tribal corruption are to be expected in the movement toward local decisionmaking, and were overemphasized in the hearings.

In any case, educators suggest, the importance of local decisionmaking is not in how it enhances the powers of tribal leaders but in how it encourages communitywide empowerment.

"The concept of local control is just taking hold," says Anselm Davis, former superintendent of the Window Rock, Ariz., public schools. "People are beginning to realize their power and beginning to utilize it effectively."

While tribal governments should give direction to schools and help them set policies that will preserve the native language and culture, Mr. Davis cautions, "tribal control is not always local control. The focus should always be on local control."

### 'Someone Else To Blame'

But as the difficult transition to self-governance proceeds, many communities admit that they need more time to prepare themselves to take over school operations.

"I certainly want the B.I.A. out of our education and hope to accomplish that in the next four or five years," says Randy Plume of the Pine Ridge Reservation. But many residents on the reservation would prefer to maintain federal control indefinitely, he notes.

"A lot of people are afraid of what will happen without the B.I.A.," he says. "It's a typical adolescent attitude, just like wondering what will happen when mom and dad die. With the bureau running their schools, Indians have got someone else to blame: 'Damn bureau this' and 'Damn bureau that.' "

Eventually, he argues, when Indians are running the schools themselves, and have no external scapegoat, the schools are "bound to perform better."

"It may not be evident yet, but self-determination and local control are working," says Lorena Bahe, director of the Navajo Association of Tribally Contracted Schools.

"But those policies need continued support," she cautions. "It may be 15 or 20 years before we see their real results."

### For States, a 'Low Priority'

State officials, generally reluctant to become too involved in the problems of Indian education, have often wound up instead in disputes over money with Native American communities.

Several states with large Indian populations have established Indian-education offices. But a 1983 survey conducted for the U.S. Education Department found that many states authorized little or no funding of their own for Indian programs and would terminate them if federal support ended.

In North Dakota, Dennis Blue recalls that in 1987, when he was state coordinator for Indian education, his office also had to administer bilingual and refugee programs, leaving little time to monitor Indian services.

Among state legislators surveyed by the Education Commission of the States in 1980, Indian education was generally a "low priority." Moreover, while many public-school administrators acknowledged that Indian students were not doing well, they insisted their needs were no different from those of other students, the E.C.S. researchers found.

One exception to the overall pattern of state neglect is Minnesota. In 1977, its lawmakers passed the American indian Language and Culture Act. The law makes it possible for Indians lacking the requisite credentials to receive teaching certificates in bilingual and bicultural methods. It also provides for Indian classroom aides and programs to bring Indian languages and cultures into the public-school curriculum.

In addition, the state provides more than $3 million annually for Indian dropout-prevention efforts, cultural-enhancement programs, and postsecondary scholarships.

But even in Minnesota, state and federal expenditures are insufficient to meet the needs of Native American students, according to David Beaulieu, director of Indian education. In 1987, he said, nearly 500 of Minnesota's Indian high-school graduates who had been accepted by colleges were unable to attend because of a shortage of funds.

### Losing Battle for Funding

In other states, government officials and Indian tribes have frequently found themselves in conflict over the allocation of federal impact-aid payments.

The Congress enacted the impact-aid program in the 1950's to alleviate the tax burden on public-school districts that include federal nontaxable lands, such as military installations and Indian reservations. For many public schools located on or near reservations, it is a crucial source of funding, sometimes accounting for nearly half of annual budgets.

In 1978, recognizing what it called the "special needs" of Indian students, the Congress also authorized a 25 percent add-on to impact-aid payments going to districts with substantial Indian populations. But many states simply folded the impact aid, including the add-on, into their equalization formulas—with the result that some districts with substantial Indian populations were classified as wealthier than others.

Last year's omnibus education measure, H R 5, prohibited states from including the add-on in equalization formulas but allowed them to continue folding in the rest of Indian students' impact aid. For financially pressed Indian educators, that provided some relief from political bickering but no solution to their schools' persistent funding problems.

"The state thinks we're getting too much money," says Patrick Graham, assistant superintendent of the Window Rock, Ariz., schools on the Navajo Reservation. "But they need to take into account the fact that expenses on the reservation are much higher."

Reservation facilities, which are usually more run down than average, require higher maintenance and utility costs, he explains. In addition, Indian schools must finance housing for teachers and large student-transportation costs, he says.

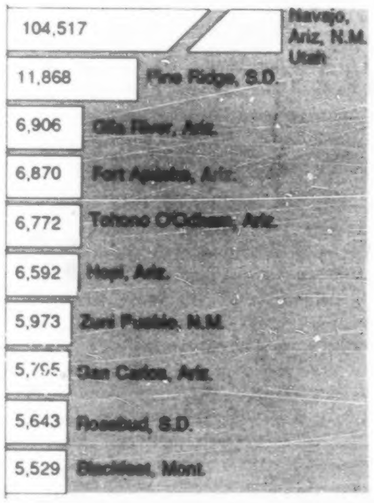
"A lot of these states are facing hard times themselves, and they're going to start looking more and more at ways to get hold of that federal money," says John Forkenbrock, executive director of the Association of Federally Impacted Schools. "We've got to educate them about why the Indian schools need to spend more."

But the combination of shrinking federal support and state reluctance to pick up the slack has left many educators in a pessimistic frame of mind. "I don't see much of a future for Indian education, haven't seen one since the early 1980's," says Harry Hendrickson, director of federal programs for the Gallup-McKinley County, N.M., public schools. "Quite frankly, I see a slow death for funding." —REPORTED BY DENNIS MCDONALD

### Federal Indian Education Programs

| Program | FY 1986 Appropriation | Purpose |
|---|---|---|
| Impact Aid (Education Department) | $221.2 million | Alleviate local tax burden for public-school districts that include nontaxable reservation lands |
| Title IV (Education Department) | $62 million | Supplemental instruction for Indian students in public schools |
| Johnson-O'Malley (Bureau of Indian Affairs) | $22.1 million | Supplemental programs in public schools, including participation costs for Indian students and parents |
| B.I.A. Schools (Bureau of Indian Affairs) | $259.1 million | Operation, maintenance, and construction of B.I.A. schools |
| Miscellaneous | $55 million | Bilingual education, special education, and vocational education in public and B.I.A. schools |

### Ten Reservations with the Largest Number of American Indians: 1980



### Overview of Indian Education

| | Number | Percent |
|---|---|---|
| In B.I.A. Schools | | |
| Operated by the B.I.A. | 26,000 | 6.4 |
| Operated by Indian Communities | 12,000 | 2.9 |
| In Public Schools | | |
| On Reservations | 70,000 | 17.2 |
| Near Reservations* | 105,000 | 25.7 |
| Distant From Reservations | 175,000 | 42.9 |
| In Private and Parochial Schools | 20,000 | 4.9 |
| **Total Indian Students Nationwide** | **408,000** | **100.0** |

* Both students living on and those living off reservations.

SOURCE: U.S. Bureau of Indian Affairs, U.S. Education Department, U.S. Census Bureau, and ERIC/CRESS, a clearinghouse for rural-education statistics.

zero
one
two
three
four
six
seven
eight
nine
ten

Julie Miller/Education Week

**Secretary of Education Lauro F. Cavazos at Jemez Pueblo school in New Mexico.**

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EDUCATION WEEK

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# Fear of Lawsuits Spurs Districts To Cut Programs

## *Majority of Principals Say Schools Affected*

By Robert Rothman

WASHINGTON—As many as three-fifths of schools nationwide have curtailed or modified programs because of the threat of lawsuits or the lack of affordable liability insurance, two surveys released here last week indicate.

In a poll conducted by the National Association of Secondary School Principals, 58 percent of the principals responding said they had noted changes in school-related programs traceable to such liability concerns. An identical survey of school-board lawyers, conducted by the National School Boards Association, found that 36 percent had noted such changes.

August W. Steinhilber, general counsel of the N.S.B.A., said the higher figure probably gives a more accurate picture of the problem, because principals are more aware than board lawyers of what is happening in schools.

The data are the first to document the effects on schools of the "tort-liability explosion," said Ivan B. Gluckman, NASSP's staff counsel. Although relatively few schools in the surveys had been involved in lawsuits, he noted, many officials acted to reduce their risks out of fear of potential losses.

Physical-education courses were most likely to be affected, the surveys found, with

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DAVID MCANELLY

The Courier-Journal

Frank Newman, right, of the Education Commission of the States, addresses legislators.

# Lawmakers Floating 'Radical' Ideas To Shift Control of Kentucky Schools

By Reagan Walker

Under court order to redesign the state's school system, Kentucky legislators have begun floating dramatic proposals—some have even called them radical—to overhaul the way schools in the state are governed.

Many of the controversial and politically contentious proposals would shift control of schools away from local districts to the state.

Legislators have proposed, among other suggestions, that locally elected school boards be abolished, that separate agencies be established for monitoring and assisting schools, and that all schools come under state control until they meet certain standards.

Donald J. Blandford, House speaker and co-chairman of the Task Force on Education Reform, said the legislature will have much greater influence over the state's' schools through the redesign process than it typically has "coming in every two years and just appropriating money."

"What is fueling some of the radical new ideas about governance is that the decision says the legislature has to fix the school system and the legislature has to monitor it," said Robert F. Sexton, director of the Prichard Committee for Academic Excellence, a citizens' advocacy group.

"I think everyone feels that we are in uncharted waters on the 'who's in charge'

*Continued on Page 20*

# E.D. Allots Funds For Public-Private Magnet Schools

## *Grant to New Orleans Raises Legal Issues*

By William Snider

Students from Catholic high schools in New Orleans will attend classes at three public magnet schools this fall under what is apparently the first-ever school-desegregation plan developed as a joint venture between public and parochial schools.

The novel—and controversial—plan was made possible by a $3.4-million grant to the Orleans Parish School Board from the the U.S. Department of Education's magnet-schools assistance program.

The grant will enable Catholic-school students to attend three public magnet high schools—in most cases before or after the regular school day—for training in areas not offered in their own schools, such as Asian languages and advanced technology.

The award's announcement last month sparked criticism from several sources concerned about the as-yet-unexplored civil-rights and church-state issues raised by the new program.

Representative Augustus F. Hawkins, the California Democrat who is chairman of the House Education and Labor Committee, said last week that he had asked his staff to conduct "a thorough investigation" of the program to determine if it conforms to existing laws.

*Continued on Page 31*

# 'Finally and Firmly,' State Judge Upholds Chicago School Law

By William Snider

A legal challenge to the landmark Chicago school-reform law was turned back last week when a state judge ruled against principals and administrators who were seeking to block its implementation.

"Finally and firmly this court declares that the school-reform act is constitutional," wrote Circuit Court Judge Robert L. Sklodowski in a summary judgment dismissing the challenge.

The ruling was hailed as a major victory by supporters of the law, which grants unprecedented control over individual schools to local councils with parent majorities.

If the judge had ruled for the plaintiffs, "it would have struck right at the heart of the law," said Donald R. Moore, executive director of Designs for Change, an advocacy group that played a major role in crafting the law and securing its passage in the state legislature.

In their lawsuit, the administrators had challenged the makeup of the local school

*Continued on Page 33*

# *Education Summit's 'When' and 'Where' Are Set, But the 'Why' Remains Unsettled*

By Reagan Walker

WASHINGTON—Not since Franklin D. Roosevelt convened the governors for economic-recovery talks in the midst of the Great Depression have the White House and the state houses joined forces for a summit examining one pressing issue.

[illegible]t on Sept. 27 and 28 in Charlottesville, Va., the nation's chief state executives will meet with the President to discuss school reform.

And thus far, though the pace of pre-summit planning has been brisk, both the meeting's agenda and its prospects for substantive results remain unclear.

"I don't think the summit will be productive if it becomes a forum for each governor to report on his or her education initiatives," Gov. Richard F. Celeste of Ohio warned.

Others have expressed fears that what should be a time for consensus-building could, without a focused plan for discussion, become merely an elaborate media event.

In many parts of the country, activity aimed at ensuring that does not happen has been under way since President Bush extended his summit invitation July 31 at the annual meeting of the National Governors' Association in Chicago. For example:

- Gov. Michael N. Castle of Delaware and Gov. George Mikelson of South Dakota have scheduled statewide "summits" with educators, business representatives, and private citizens.
- The West Virginia Federation of Teach-

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AP/Newsfinder

President Bush addressing governors.

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A public kindergarten in a St. Paul bank is the first of several planned there.

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A scholarly group says no to 'radical changes,' yes to a broader world view.

24 **No Drug-War 'Miracles'**
A schools panel faces its daunting task as Bennett aide urges 'accountability.'

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**Call for a National Curriculum**
Seventy percent of Americans surveyed by the Gallup Poll said they favored national achievement standards and a national curriculum; parental choice remains a favorite, too. **Page 11.**

**'Channel One' Adds Board**
Hoping to allay its critics, Whittle Communications has named an advisory board that includes A.F.T. President Albert Shanker and former Secretary of Education Terrel H. Bell. **Page 11.**

**Back on the Agenda**
Environmental educators are hoping a national meeting in Washington next week—and some new legislation—will return their specialty to the prominence it enjoyed in the 1970's. **Page 12.**

**Dividing the State Pie**
A new survey by the National Conference of State Legislatures suggests that education may not be faring as well in the competition for state dollars as fiscal experts once believed. **Page 17.**

**Child-Nutrition Programs**
Both the House and the Senate have approved with only minor modifications the school-lunch and school-breakfast programs and other major child-nutrition initiatives. **Page 27.**

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**Events and Index Supplement**
A special pullout section listing education conferences for 1989-90 and containing the index to *Education Week*'s Volume VIII
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# ACROSS THE NATION

## NATIONAL

### School Spending Rises 6.8 Percent To Record $353 Billion for 1989-90

Spending on education during the 1989-90 school year will rise by 6.8 percent to a record $353 billion, the U.S. Department of Education predicts in its annual back-to-school forecast.

Higher education will get the largest percentage increase, with outlays predicted to be $141 billion, a 7.2 percent increase over last year.

Spending on elementary and secondary education, public and private, will reach $212 billion, a 6.6 percent increase over 1988-89.

Adjusted for inflation, this year's total expenditure for precollegiate education represents a 29 percent increase since 1980-81, according to the department.

The report also predicts that:

- Per-pupil expenditures in public elementary and secondary schools will reach a record $5,246, $308 per student more than last year.
- The average salary of public K-12 teachers will rise to $31,200, up 5.5 percent over last year's average of $29,567.
- Total elementary enrollment will climb 1.5 percent over last year, from 32.4 million to 32.9 million.
- Total secondary enrollment will drop 2.6 percent, from 13 million to 12.7 million.

■ **Catholic school pupils score higher in reading proficiency than do public school pupils**, according to a recent analysis by the National Assessment of Educational Progress.

The study, conducted by two University of Michigan researchers for the National Catholic Educational Association, measured the average reading ability of nearly 2,000 Catholic students in grades 3, 7, and 11. The Catholic school students scored 5.8 percent to 9.9 percent better than the public school students.

The study also found that minority students in Catholic schools are more proficient in reading than similar students in public schools. And, unlike public schools, lack of early educational experiences makes little difference in the reading proficiency of minority students in Catholic schools, the report said.

The researchers, Helen M. Marks and Valerie E. Lee, said they cannot explain why attendance in Catholic schools appears to minimize the disadvantages of many of their students, although they suggest it may be a result of Catholic schools' heavy emphasis on academics.

■ **Leaders of the nation's largest urban school districts have agreed to push for "fair treatment and accurate representation" of women and minorities in American-history textbooks.**

Meeting in July in Norfolk, Va., the executive committee of the Council of the Great City Schools approved a resolution urging local school boards to adopt criteria for selecting textbooks that will ensure that they are "race and gender fair."

Milton Bins, the council's deputy director, said the resolution was not aimed at "threatening" textbook publishers. But, noting that the council's 46 member districts represent a large segment of the textbook market, Mr. Bins said they could exert a strong influence on publishers if local boards adopt the council's recommendations.

The committee endorsed a report stating that "the longstanding practice of presenting narrowly selected, inaccurate accounts of America's past and present, of underrepresenting, stereotyping, omitting, and misrepresenting the contributions and roles of American Indians and Alaskan Natives, African Americans, Hispanic Americans, Asian and Pacific Islander Americans, women, and other groups, is no longer acceptable."

■ **A majority of American parents oppose the practice of corporal punishment in schools**, according to a new nationwide poll by Louis Harris & Associates.

The Harris survey, reported at a national meeting of the American Psychological Association last month, showed that 53 percent of the 1,250 parents surveyed said teachers should not physically punish children.

The poll also revealed that parents are less likely today to spank their children at home than in the past. About 86 percent of those surveyed said they approve of physical discipline in the home, compared with rates of 90 percent to 95 percent in past surveys.

The findings contrast with those of a Gallup poll earlier this year, in which 56 percent of teachers supported corporal punishment.

## STATES

### Arizona Judge Strikes Down Tax on Retirement Communities

Residents of unorganized school districts in Arizona, including retirement communities, cannot be taxed under a 1988 law to pay for precollegiate education, a county judge has ruled.

Judge William T. Moroney ruled that the tax was illegal because it raised more money than was necessary to pay for the education of children who live in unorganized districts. The tax raised $10 million, compared with the $2.5 million needed for the students' education; the rest went to the state.

The law required residents of unorganized districts, most of whom live in retirement communities, to pay school taxes of 50 cents per $100 of assessed valuation in 1988, with the tax increasing by 50 cents a year until it reached $4.72 in 1996.

Earlier this year, state lawmakers lowered the maximum rate for taxpayers in the unorganized districts to $2.36, and made them eligible for a rebate that would have lowered the effective rate to $1.04.

Kenneth Larkin, president of the Sun City Taxpayers Association, which filed the suit that led to the ruling, said his group may also challenge the 1989 tax law.

### Black Students Found To Use Drugs Less Often Than Whites

**Black high-school students are less likely than white students to drink liquor, or use tobacco or marijuana, a survey of all of Alabama's 7th-, 9th-, and 11th-grade public-school students reveals.**

The survey, which polled more than 140,000 students about drug, tobacco, and alcohol usage, is believed to be the largest study of its kind. It found that during the three months before the survey, 89 percent of the black 11th-grade students, but only 68 percent of their white peers, said they had not smoked a cigarette.

Nine out of ten black juniors said they had not smoked marijuana and 61 percent said they had not drunk any beer, during the same period. The figures for white students were 84 percent and 54 percent, respectively.

The survey, which state education officials said they hope to conduct yearly in a more limited form, found that students who had a later curfew and were less involved in church, family, or extracurricular activities were more likely to report more use of tobacco, alcohol, and drugs.

■ **Bilingual-education students in New York State will be able to remain longer**

### *Feeling the 'First-Day-of-K' Blues*

Dale Hanson seeks comfort from his kindergarten teacher, Jeanette Schultz, as he embarks on his school career at Union Grove (Wis.) Elementary School.

**in classes taught in their native language**, the board of regents has decided.

The state will spend an extra $3.2 million this year to compensate school districts that voluntarily extend their programs to students who previously had scored too high on a standardized English competency test to qualify for state funds.

Under the old rules, bilingual students could be put into regular classes if they scored higher than the bottom 23 percent of all students taking the English test. The new rules allow districts to raise the cutoff point to 40 percent.

■ **Ohio voters defeated a record high proportion of school issues in elections last month, denying 25 of the 29 funding requests made in 25 districts.**

State Superintendent of Public Instruction Franklin B. Walter said the 13.8 percent approval rate was the lowest of any regular or special election since the state education department began keeping records in 1962.

Calling the election results "discouraging," Mr. Walter said, "These were not requests for frills. Most of the districts sought local support to continue school operations—to pay utility bills and to buy new textbooks."

Robert L. Moore, assistant superintendent of public instruction, said many voters may have believed that a reformed state education budget passed this summer had satisfied their local school-funding needs.

■ **A permanent, 10-member interagency council has been created to oversee New York State's troubled vocational-rehabilitation programs,** Gov. Mario M. Cuomo has announced.

In an effort to identify duplications and gaps in services, the council will review the counseling and job-training services provided to handicapped people by several state agencies.

The move represented a compromise between Mr. Cuomo and state school officials, who have been haggling over control of the programs for several years. State vocational-rehabilitation services are now under the education department, but the Governor wanted to create a separate agency to oversee those programs as well as services for the visually handicapped.

■ **Children attending home schools in Michigan must be taught by certified teachers,** a state appeals court has ruled.

Two families who taught their children at home argued that the state law violated their right to religious freedom because their religion forbids them to submit their children's education to state authority. The children's truancy convictions were upheld by the appeals court last month.

The court acknowledged that the law places a burden on the defendants' right to free exercise of religion. "However, we found the burden minimal when compared with the state's compelling interest that high quality education be afforded our children," the ruling said.

David A. Kallman, a lawyer for one of the families, said the case will be appealed to the state supreme court.

■ **Teacher-education programs in Florida will undergo a three-year curriculum review and reauthorization**, the state board of regents has decided.

The regents last month approved a plan designed to prepare teachers to meet the high standards to be set by the National Board for Professional Teaching Standards. By 1993, the board plans to certify teachers in 29 educational fields.

The plan states that teacher-preparation programs should include more instruction in effective methods of teaching mathematics and science; increased emphasis on using instructional technology; and more information on school restructuring, working with at-risk students, and communicating with parents.

In addition, to meet guidelines adopted by the regents in 1988, each state university will set goals for minority enrollment in colleges of education.

■ **New Jersey state school officials last week took another step toward a full takeover of Jersey City schools.**

Lloyd J. Newbaker, the state's assistant commissioner for vocational education, on Aug. 31 affirmed earlier recommendations by an administrative law judge to remove the current district administration and replace it with a state-appointed team.

In addition, Saul A. Cooperman, the state superintendent, last month nominated a new superintendent for Jersey City if the state board approves Mr. Newbaker's recommendations. Mr. Cooperman recused himself from the final decision last year.

Mr. Cooperman nominated Elena Scambio, superintendent of the Essex County, N.J., schools, and the coordinating county superintendent for the state's northern region.

Citing mismanagement, corruption, and cronyism in the district, an administrative-law judge recommended in June that the state take control of the system under the 1988 "academic bankruptcy law." (*See Education Week, Aug. 2, 1989.*)

Jersey City school board members have 10 days to file exceptions to Mr. Newbaker's affirmation. The board did not oppose the judge's earlier recommendation.

If the state board approves the recommendations, state officials expect the full takeover to begin in October.

■ **Requiring school boards to appoint members of religious organizations to panels that make recommendations on AIDS education is unconstitutional,** the New York State School Boards Association has contended in a lawsuit.

A state regulation that went into effect last year requires school boards to appoint AIDS-advisory councils that contain at least one clergyman or other member of a religious organization.

But Jay Worona, the group's deputy counsel and director of litigation services, said the mandate violates the U.S. Constitution's prohibition against state establishment of religion because school boards must determine which religious groups will be represented on the councils.

■ **The Education of the Handicapped Act does not permit a school district to sue to force a state to provide services for severely handicapped children**, a federal appeals court has ruled.

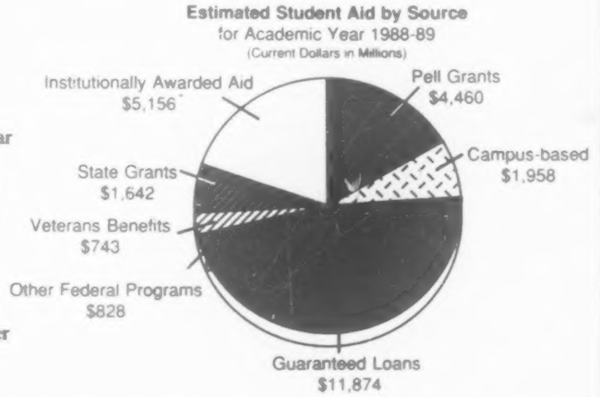
A state ultimately may be held liable for such services, however, if the family of a handicapped child sued to obtain the services and the local district could show that the state was responsible, the U.S. Court of Appeals for the 11th Circuit ruled last month.

The ruling by a three-judge panel upheld a lower court decision in a case filed against the state of Georgia last year by the school boards of Atlanta and Dekalb and Gwinnett counties.

The school boards charged that the state had failed to develop policies or provide funding for placing severely handicapped children in 24-hour residential programs, as required under the law.

## DIMENSIONS

### Student Aid, 1980-89



**Estimated Student Aid by Source**
for Academic Year 1988-89
(Current Dollars in Millions)

The total amount of aid available to postsecondary students in the 1988-89 school year was $26.7 billion, according to new estimates by the College Board. When adjusted for inflation, available aid was 10.5 percent higher last year than in 1980-81.

Of the $26.7 billion, 75 percent was provided by the federal government. Institutions kicked in 19 percent, and states provided 6 percent.

Over the course of the 1980's, the federal portion of available aid decreased from 83 percent, the board reported. Meanwhile, institutions increased their share from 12 percent, and states increased theirs from 5 percent.

The board also estimated that tuition and room and board at a private university averaged $14,320 last year; costs averaged $4,940 at a public university. Neither student aid nor family incomes kept pace with rising college costs in the 1980's, the study found.

Copies of "Trends in Student Aid: 1980 to 1989" are available for $6 each from College Board Publications, Department MO5, Box 886, New York, N.Y. 10101-0886.

## DISTRICTS

### Parent Sues Private School Over Son's Alcohol, Drug Abuse

The Lawrenceville School, a private boarding school in Lawrenceville, N.J., has been sued by the father of a former student, who contends the school is responsible for his son's alcohol and drug abuse.

The father, Manuel C. Palao of Bethlehem, Pa., filed suit Aug. 17 in U.S. district court in Trenton, N.J., against the school and several of its employees. He argues that school officials were negligent in "condoning and permitting the presence, use, and retention of illegal drugs and alcohol by minors" in dormitories at the school.

The suit charges that school officials knew of such use because at the end of each school year they would pass around a cardboard box so students could anonymously surrender drugs and alcohol.

Mr. Palao is seeking recovery of more than $32,000 spent on rehabilitation programs for his son, Michael, now 16 years old. Michael, the suit says, began using alcohol and marijuana at age 13 while a student at the school.

Also sought is $33,739 in tuition and expenses for Michael's enrollment at the boarding school from fall 1985 to June 1988.

A school spokesman said Lawrenceville has developed programs to discourage drug use by students and has a strict disciplinary policy for dealing with offenders.

■ **The Dallas school board has lost its bid to have the district declared legally desegregated.**

In a tersely worded order, U.S. District Judge Barefoot Sanders last month denied the board's contention that it no longer operates a dual school system based on race, chastised the board majority for disobeying a previous court order, and forbade the board to file another petition until after Jan. 15.

In May, the Dallas board voted 6-to-3 to ask the court to grant the district "unitary" status, prompting an eight-page dissent from three minority board members who oppose ending court supervision of the district.

Judge Sanders apparently was angry that the deeply divided board could not agree on how to respond to his July 21 directive to answer a series of questions posed by the plaintiffs' attorneys, including what commitments the board would make to prevent resegregation.

■ **A federal judge has ruled that the Yonkers, N.Y., school board may proceed with a lawsuit that seeks to force the state to pay for new school-desegregation programs in the district.**

The ruling last month by U.S. District Judge Leonard B. Sand rejected the state's motion to dismiss the case on grounds that the state is immune from lawsuits by its own political subdivisions under the 11th Amendment to the U.S. Constitution.

Meanwhile, the Yonkers city council's continued resistance to Judge Sand's orders in the case forced another confrontation with state financial officers this summer. The state imposed a wage-and-hiring freeze and other measures to force the city council to adopt a budget that included $24 million for court-ordered school construction.

■ **A Birmingham, Ala., radio station is broadcasting a one-minute nondenominational prayer before football games,** in the wake of court rulings in the past year declaring school-organized invocations to be unconstitutional.

The first broadcast was "very well received," said Ken Barnett, program director of WMJJ-FM in Birmingham. The station invites local ministers to tape the prayers, which are then broadcast five minutes before the start of Friday-night football games.

The U.S. Court of Appeals for the 11th Circuit, ruling in a Georgia case, said in January that organized prayer before public-school games is unconstitutional. In May, the Supreme Court let stand the ruling, which affects Alabama, Florida, and Georgia.

As the first football season after the ruling unfolds, the issue is becoming controversial throughout the region.

"In the South, an invocation before a football game is as much tradition as anything else," Mr. Barnett said. "We felt this was a freedom that someone was taking away."

# Surveys Assess Impact of Liability

*Continued from Page 1*

38 percent of the principals and 19 percent of the lawyers reporting classes terminated or modified. But the polls also revealed that field trips, vocational classes, and science laboratories have also been curtailed.

In addition, the studies showed, many schools have cut back on gymnastics, cheerleading, dances, and the use of volunteers.

While some of the changes have improved school safety—for example, many schools have stopped cheerleaders from building human pyramids on hardwood basketball courts—most have harmed schools' "ability to provide a well-rounded education to our children," said James R. Oglesby, president of the N.S.B.A.

"The legal rights of all citizens must be preserved and protected," Mr. Oglesby said at a press conference here. "But when the consequences of actions by a relative few threaten the welfare of the vast majority, it is obvious that the scales of justice have been tilted far out of balance."

To correct the problem, the groups urged state lawmakers to enact legislation to limit schools' exposure in liability cases; to discourage "frivolous" lawsuits; to limit jury awards for punitive damages; and to protect volunteers from civil liability.

### Field Trips, Art Supplies

The new survey findings represent the latest salvo in schools' efforts to deal with their growing inability to obtain affordable liability insurance.

Over the past few years, according to Mr. Gluckman, school officials have suspected that skyrocketing premiums and restricted coverage were forcing districts to curtail programs. But there was only "anecdotal information" to support such assertions, he said. "We didn't collect that kind of data."

Based on responses from 190 secondary-school principals and 290 school-board lawyers, the surveys offer evidence that officials' suspicions were correct.

Although few curricular programs at the heart of schools' academic mission have been affected, the survey results show, many activities deemed vital for a "well-rounded education" have been curtailed.

For example, despite the importance officials attached to field trips in expanding the educational horizons of low-income students, the surveys found that 26 percent of the principals and 13 percent of the lawyers reported modifying or eliminating such excursions.

"Even when you approve them, you hold your breath," Roger E. Jones, principal of E.C. Glass High School in Lynchburg, Va., said at last week's press conference.

In addition, schools reported restricting the use of materials in shop classes, including vocational training for special-education students; removing outdoor equipment used during recess; eliminating the use of certain chemicals in science laboratories; and removing certain materials in art classes.

**Among extracurricular programs, gymnastics was found to be most affected, with 11 percent of the principals reporting that the program had been eliminated.**

Both principals and lawyers also said schools have cut back on the use of volunteers to serve as coaches and dance chaperones out of fear that they would be sued for hiring unqualified supervisors.

"We no longer have volunteer coaches," Mr. Jones said. "You don't take that kind of risk."

### 'Ripple Effect'

While many of the survey respondents reported that the high cost of liability insurance had prompted the program changes, the majority cited the threat of lawsuits.

This fear was somewhat surprising, officials noted, in light of the fact that relatively few schools have been involved in liability cases. Only 9 percent of the principals and 17 percent of the lawyers reported being involved in lawsuits or out-of-court settlements over the past two years.

Mr. Gluckman of NASSP said the schools' actions reflected the "ripple effect" of media reports of lawsuits and large judgments. When a principal reads of an award made in a case in a neighboring school, he said, he may change a program out of fear that his school may be sued next.

Moreover, said Mr. Oglesby of the N.S.B.A., school officials must be "good custodians of the taxpayers' resources."

"I don't think it's prudent to wait until you are sued to do something about" your potential risks, he said.

The proposed legislative remedies would help reduce the risks for schools, suggested Martin F. Connor, president of the American Tort Reform Association, a coalition of some 500 organizations that lobbies for state and federal legislation on behalf of defendants in liability cases.

### 'No Silver Bullet'

"There is no silver bullet," Mr. Connor said. "But there are lots of things we can do."

The groups called for:

- Reforming the doctrine of "joint and several liability," under which schools can be held responsible for actions they had little part in causing;
- Authorizing judges to assess lawyers' fees and court costs for bringing an action deemed frivolous or groundless;
- Restricting the amount of punitive damages juries can award; and
- Providing immunity from civil liabilities for volunteers acting in good faith.

The proposals would also act to reduce the cost of liability insurance, if they are effective, Mr. Steinhilber of the N.S.B.A. predicted.

Although critics have charged that insurance companies manipulated the so-called "insurance crisis" of the mid-1980's by driving up premiums and restricting coverage, the firms are not to blame for schools' insurance costs, he maintained, because many school districts have quit the commercial insurance market and began insuring themselves or forming "pools" with other districts.

## Liability's Effects

| | Status | | Factors | | |
|---|---|---|---|---|---|
| Program | Terminated | Modified | Lawsuits | High Premiums | No Insurance Available |
| **In-School Program Changes:** | | | | | |
| P.E./Gym | 0.5 | 38 | 17 | 7 | 6 |
| Recess/Playground | 1 | 13 | 8 | 2 | 0.5 |
| Vocational classes/Shop | 1 | 23 | 13 | 2 | 2 |
| Driver's education | 1 | 6 | 0.5 | 3 | — |
| Class/Field trips | 2 | 26 | 14 | 3 | 3 |
| Nurses station | 0.5 | 5 | 2 | — | — |
| Science labs | — | 15 | 9 | 4 | 0.5 |
| Student transportation | — | 0.5 | — | 0.5 | 0.5 |
| Trampoline | 2 | — | — | 0.5 | — |
| Ski school | — | 0.5 | — | — | — |
| Special events | — | 2 | 0.5 | 0.5 | — |
| Special education | — | 0.5 | 0.5 | — | — |
| Other | — | 2 | — | — | 0.5 |
| **Extracurricular Program Changes:** | | | | | |
| Adult activities[1] | — | 2 | — | — | 1 |
| Fundraising events | 2 | 15 | 6 | 3 | 4 |
| Volunteerism | 1 | 18 | 8 | 2 | 4 |
| Scouting | 0.5 | 0.5 | 0.5 | — | 0.5 |
| Dances/Proms | 1 | 12 | 4 | 3 | 2 |
| Band/Majorettes | 0.5 | 3 | 1 | 1 | — |
| Cheerleaders/Pom-poms | 0.5 | 23 | 11 | 3 | 2 |
| Drum/Bugle corps | — | 0.5 | — | — | — |
| Football | 1 | 16 | 7 | 10 | — |
| Baseball | — | 7 | 2 | 5 | — |
| Basketball | — | 8 | 2 | 5 | — |
| Volleyball | — | 7 | 0.5 | 4 | — |
| Soccer | — | 4 | 1 | 3 | — |
| Tennis | — | 4 | 1 | 3 | — |
| Swimming | — | 5 | 2 | 2 | 1 |
| Golf | — | 4 | 1 | 3 | — |
| Track and field | 0.5 | 12 | 4 | 5 | 0.5 |
| Gymnastics/Weight training | 11 | 8 | 9 | 7 | 1 |
| Diving/Scuba | 4 | 2 | 1 | 2 | 2 |
| Wrestling/Judo | 2 | 6 | 2 | 4 | — |
| Ski Club | 1 | — | 1 | 0.5 | — |
| Student transportation | 0.5 | 0.5 | 1 | 0.5 | — |
| Climbing/Camping | 1 | 0.5 | — | 0.5 | 0.5 |
| Other after-school clubs and activities | 0.5 | 1 | 0.5 | 0.5 | — |

[1] Staff and community

SOURCE: National Association of Secondary School Principals

*Proportion of 190 principals responding to survey indicating which programs have been affected by liability concerns and what factors are responsible for those changes.*

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# EDUCATION WEEK

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## Bush Drug Plan: School Policies Required for Aid

### *President Will Make TV Pitch to Students*

**By Ellen Flax**

WASHINGTON—Pledging to "stop illegal drug use before it starts," President Bush last week unveiled a national strategy for fighting drugs that will require schools to adopt tough anti-drug policies as a prerequisite for receiving any federal funds.

"Every school, every college and university—and every workplace—must adopt tough but fair policies about drug use by students and employees," Mr. Bush said in his nationally televised address on Sept. 5. "Those that will not adopt such policies will not get federal funds. Period."

The $7.9-billion plan, which places an emphasis on law-enforcement measures and on aid to South American countries fighting drug producers, contains few new initiatives for schools.

In addition to requiring that schools adopt tough anti-drug policies and drug-prevention programs, the plan calls on the Education Department to use existing funds to encourage the development of model alternative schools for youths with drug problems.

The drug-education plan—developed by William J. Bennett, the nation's so-called "drug czar" and former Secretary of Education—calls for an increase in federal funding from $355 million this fiscal year to $392 million in the fiscal year that begins Oct. 1. The proposed increase is identical to the amount requested by Mr. Bush in his budget address last February. *(See Education Week, Sept. 6, 1989.)*

In his speech, Mr. Bush also said he "would take the anti-drug message to the classrooms of America in a special television address, one that I hope will reach every school, every young American."

Late last week, a White House spokesman said the President will talk about "drugs, education, and children" in a Sept. 12 address to be broadcast on Cable News Network and CBS at 12:15 P.M.

Politicians and some educators were

*Continued on Page 19*

Ray Lustig/The Washington Post

**President Bush addresses reporters after announcing his anti-drug strategy.**

## In Connecticut, Moving Past Pencil and Paper

### *Teachers Evaluated On Class Behavior*

**By Ann Bradley**

HARTFORD, CONN.—The 55 educators meeting in a plush conference room of the new legislative building here were learning a new language of assessment: the difficult, nuanced description of what goes into effective teaching.

They watched videotapes of young practitioners engaged in the time-honored rituals of the school day—taking attendance, presenting a lesson plan, preparing the class for a trip. And then they tried to rate on an objective scale the widely varying styles and practices they had seen.

For many of these would-be state "assessors," the task was daunting.

"Don't panic if you say 'my common vision isn't your common vision,' " advised Carol Sarabun, a Greenwich elementary principal who was serving as a trainer. "There may be a point where you wonder if you know teaching at all."

Mark Gaier

**New assessments for teachers and students are pioneered in Connecticut.**

The intensive 50-hour training course was designed to equip these and other teaching veterans with the means of sys-

*Continued on Page 22*

### *Student Assessment Rates Performance*

**By Robert Rothman**

In what is being seen as a major step toward lessening schools' reliance on standardized tests to measure achievement, Connecticut officials have launched a national project aimed at developing a new, "performance based" student assessment.

The high-school mathematics and science assessment, expected to be implemented in the 1991-92 school year, got under way last month when state officials received word of a forthcoming $1-million grant from the National Science Foundation and began training teachers from seven states in the new method.

In contrast to conventional tests, the new program will measure student performance on a series of tasks that may take as long as a semester to complete. Students will be asked to work individ-

*Continued on Page 21*

## State Oversight Likely as Oakland District Is Engulfed in Theft-and-Patronage Scandal

**By Nancy Mathis**

The Oakland, Calif., police department has opened a telephone hot line to take tips on alleged wrong-doing by school officials, and a county grand jury is awaiting testimony from seven subpoenaed members of the Oakland Board of Education.

The developments are part of an unfolding theft-and-patronage scandal that has brought the system's deep financial and administrative problems into stark relief.

And the picture beginning to emerge has led increasingly to calls for state intervention.

The trouble-plagued district, California's fifth largest, has been without a superintendent since December, with four of the leading candidates for the post having turned it down in recent months.

In the past six months, Oakland police have charged six school employees with theft, and two others—the district's maintenance foreman and its director of state and federal funding—have been indicted on similar charges by the Alameda County grand jury.

The system's budget deficit, placed by conflicting estimates at as high as $20 million, led a grand jury in July to pronounce its financial condition "near insolvency"

*Continued on Page 24*

OAKLAND
SCHOOLS
NEEDS $

Michael Macor/Oakland Tribune

**Lacrecia Brandon joins budget protest.**

## *Planning for Technology: Few Matching Dollars With Foresight*

**By Peter West**

DAYTONA BEACH, FLA.—Michael A. Osborne envisions a day when Mainland Senior High School's reputation as a showcase for educational technology may rival this coastal resort's fame as a site for auto racing and collegiate revelry.

But the Volusia County, Fla., principal knows that the task of converting his more than 30-year-old school into a technological marvel will not be easy.

Already, he and his staff have spent several years on a hard-edged analysis of needs and resources.

This fall, they will set in motion a detailed, five-year plan to replace the school's conventional teaching and management structure with what they describe as a "student centered" electronic learning environment.

As one of five Florida schools designated as "Model Technology Sites," Mainland is lucky. It has a five-year, $1.5 million grant from the state to help it complete the transformation.

In contrast, other schools around the country, experts say, are often operating in the dark when it comes to planning for the technological revolution.

"There is no model," says D. Thomas King, director of the Saturn School of Tomorrow, a special technology-oriented school that opened this month in St. Paul, Minn. "We were going back to square one," he says of the school's planning effort.

Simply updating an average school for the inclusion of microcomputers and other electronic aids, others say, may require far

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## Also in the news

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How South Carolina carved its 'well-defined niche' for business in school reform.

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Improperly expended funds could now be offset by other, uncharged expenses.

**15** **'I Got the Help I Needed'**
A conversation with special education's new chief, who happens to be deaf.

## IN SUMMARY

**'Decriminalizing' Students**
Reluctant to have students labeled as "criminals," Dallas public-school officials are trying to clear the records of hundreds of pupils ticketed at school last year for minor discipline problems. **Page 5.**

**Private-Practice Teachers?**
Legislators and lobbyists in Wisconsin, updating a Minnesota idea, are angling to pass legislation that would specifically allow school districts to hire private teaching firms. **Page 7.**

**State Teaching Boards**
Advocates of autonomous, teacher-dominated boards to set standards for and control entry into the teaching profession have scored two victories in the states this year. **Page 8.**

**Vocational-Bill Maneuvers**
Alarmed by a House bill last spring, state groups are gearing up to fight in the Senate for a more favorable vocational-education funding method. **Page 14.**

**Counting Homeless Children**
The U.S. General Accounting Office estimates that 68,000 children age 16 or younger are homeless on a given night, and an estimated 186,000 more are "precariously housed." **Page 16.**

**Victory for the Disabled**
A landmark bill approved by the Senate last week would bar discrimination against the handicapped by private, nonsectarian schools, even those not accepting federal aid. **Page 17.**

**Returning to China**
Despite U.S. State Department warnings, some educational exchange programs with China that were curtailed following the massacre of student activists in June are heading back. **Page 18.**

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# ACROSS THE NATION

## NATIONAL

### Child Care Tops Drug Prevention In Poll of City Children's Needs

Nine out of 10 city officials believe that child care is the most pressing unmet need of children in their cities, according to a new survey of 390 cities by the National League of Cities.

Ranking second was substance-abuse prevention, with 42 percent of the cities listing it as a pressing need in their communities, and third was education-related issues, with 33 percent of cities citing it as an unmet need.

The findings are contained in a 118-page report, "Our Future and Our Only Hope," that offers city officials' views on a host of problems facing children and families, as well as descriptions of their current and projected involvement in addressing these needs.

While many city officials believe that their involvement with children's issues will increase over time, the survey found, 50 percent of all cities surveyed—and 70 percent of the largest cities—cited lack of funding as the major impediment to expanding services.

The report also contains a compendium of "success stories" of programs that address the range of identified problems, including names and addresses of people who can provide further information.

Copies of "Our Future and Our Only Hope" are available for $15 each from the National League of Cities, Office of Publications, 1301 Pennsylvania Ave., N.W., Washington, D.C. 20004; or by phoning (202) 626-3000.

■ **Students and school staff members infected with the AIDS virus should be able to go about their normal activities without fear that their condition will become public knowledge**, according to new guidelines published by the National Association of State Boards of Education and the Centers for Disease Control.

Because the virus that causes AIDS is not transmitted by casual contact, states the booklet, "Someone at School Has AIDS," infected students and staff should not be discriminated against or limited in activities solely because they test positive for the virus. Only a serious secondary infection, such as tuberculosis, which is easily transmissible, would be grounds for action, the report says.

Parents and staff members need not notify school officials of an infection unless a physician has determined that a secondary infection exists, the report states. But, once reported, school officials should keep the information confidential.

Several education groups, including the American Federation of Teachers and the National Education Association, have endorsed the guidelines.

## STATES

### Opinion Allows Districts To Punish Students for Off-Campus Actions

Connecticut districts may discipline students for behavior that occurs off school property, if such actions threaten schools' educational environment, the state's acting attorney general has ruled.

The advisory opinion, which is being distributed throughout the state, was issued in response to requests from the superintendents of New Haven and Bridgeport. Last year, a federal judge blocked New Haven Superintendent of Schools John Dow Jr.'s attempt to expel a student for his alleged involvement in off-campus violence.

The new opinion is similar to policies in effect in at least four states, according to Mark Stapleton, chief of legal affairs for the Connecticut Department of Education. Rulings by California's attorney general and by state courts in Arkansas, New Jersey, and New York have empowered schools to discipline students for off-campus actions, he said.

■ **Three Mississippi businessmen have been charged in an alleged bid-rigging scheme involving the sale of portable classroom buildings to school districts.**

The three men allegedly "divided up" Mississippi and agreed on inflated bids for their respective areas. State officials said the three men allegedly netted more than $800,000 from school districts in Warren, Wayne, Pike, and Lee counties and from Head Start programs in Lee County and the Gulf Coast.

Indicted were Carl W. Stribling, of Stribling Brothers Enterprises in Bovina; Paul Adams Jr., of Adams Home Center in Yazoo City; and Otho W. Brown, of Magnolia State School Products in Columbus.

Each has pleaded innocent to one count of conspiracy to obtain money under false pretenses and five counts of mail fraud.

■ **School boards cannot cite projected long-term enrollment declines as a justification for teacher dismissals**, the Ohio Supreme Court has ruled.

Instead, suspensions can only be motivated by drops in enrollment that occur in the same year as the dismissals, the court said in a 4-to-3 decision.

The Ohio Education Association welcomed the ruling, but the Ohio School Boards Association argued that it would take away flexibility in personnel decisions from school boards.

The court's decision came in response to a suit brought by a high-school teacher who claimed that the South Range Local School District improperly suspended her from her job in 1985. There had been no enrollment decline during the year of her suspension.

■ **The number of teachers and administrators in Wisconsin schools has grown by nearly 20 percent over the past two decades—even as the number of students has fallen by a similar percentage**, according to the Public Expenditure Research Foundation.

A study by the nonpartisan foundation found that the number of professional staff members in the state rose from 46,647 in 1969 to 55,841 this year, while school enrollment decreased from 909,182 to 737,626.

While many of the staffing increases have come as the result of new state-mandated programs, said Robert C. Brunner, president of the organization, "this [study] certainly points out the need for some districts to look at their staffing patterns."

■ **Kentucky students have reached parity with students across the nation in performance on a nationally standardized test**, according to John Brock, state superintendent of public instruction.

In 16 of 19 categories, Kentucky students' average performance equaled or exceeded the 1988 national norm, with only scores in 3rd-grade math and 7th-grade spelling and learning skills falling below the national standard.

The Comprehensive Test of Basic Skills was selected last year to replace the controversial Kentucky Essential Skills Test, which was used from 1985-88.

The KEST was a blend of two types of tests, one part developed in Kentucky, and the other taken from a nationally standardized test.

The legislature scrapped the test after critics charged that the favorable national comparisons reported for KEST were invalid because they were estimated and because they were based on outdated norms.

The C.T.B.S. was redesigned and renormed in 1988. The norms were established based on average scores of a large national sample of students. Comparisons are made against the average scores of those students who are in the same grade and who take the test at the same time of year.

### *Taking Aim at History*

Jose Galvez/Los Angeles Times

**Leonardo Morales teaches Ed Ibarra the fine art of archery while Jose Gonzalez points the way during a hands-on history class at Los Angeles' 9th Street School late last month. The class was taught by recently arrived immigrants.**

## DISTRICTS

### Cleveland Teachers Accept Voluntary Career-Ladder Plan

The Cleveland school district will begin phasing in a voluntary career-ladder plan for teachers this fall, one year after a proposed mandatory ladder led to a teachers' strike.

The teachers' union and the district agreed on the new ladder after more than a year of negotiations, according to Timothy O. Giles, district chief of supportive services.

The district had proposed spending $2.5 million to begin the program, but the school board last month ordered Superintendent of Schools Alfred D. Tutela to find an extra $7.5 million to implement the program fully.

Under the plan, teachers can earn extra money based on their progress in meeting goals set forth during meetings with their principals at the beginning of the school year.

"It allows people to make some decisions about how they can contribute to improving the educational-delivery system," Mr. Giles said. "They will have somc input into how [progress] will be measured, and then we'll compensate them for it."

The four-rung career ladder will provide experienced teachers with the opportunity to earn up to $58,000 a year, while top-paid teachers who choose not to participate in the ladder will be paid $44,600.

■ **Police in Fort Worth, Tex., last week arrested a 12-year-old boy in connection with the stabbing death of a 24-year-old teacher found dead during her first day at work.**

News accounts, which described the youth as being emotionally disturbed, quoted police sources as saying the boy may have killed teacher Jana Simpson after she confronted him on the grounds of Glen Park Elementary School.

Ms. Simpson, her body stabbed numerous times and her spinal cord severed, was found dead Aug. 28 outside a portable classroom building behind the school.

The youth, described as being half the size of the 5-foot, 9-inch, athletically built teacher, formerly attended the elementary school. He was arrested at the middle school he now attends, located five blocks away.

Reports said that police initially were searching for the boy as a potential witness, but that during questioning, he gave them statements about the murder. As of late last week, the youth had not been formally charged in the crime.

■ **A small Texas school district near the Dallas-Fort Worth airport has granted American Airlines a 15-year, $50-million property-tax abatement** in exchange for construction of a maintenance facility that eventually will employ 4,500 workers.

In return for the abatement, Northwest Independent School District will receive over four years a $1.6 million gift from H. Ross Perot Jr., a spokesman for the district said.

Mr. Perot, son of the Texas billionaire, is the project's developer. He also pledged to give the district, which enrolls 3,000 students, a 15-acre site for a new elementary school and to pay for a study into academic improvements in the school district.

■ **Steadily increasing numbers of Hispanic and Asian students enrolling in the Providence, R.I., public schools have rendered the district's 22-year-old desegregation plan obsolete**, according to a new report commissioned by Joseph Almagno, the state superintendent.

Thirteen of the district's 33 schools no longer meet state desegregation guidelines, which require the enrollment of minorities in individual schools to fall within 15 percentage points of the districtwide minority enrollment.

The report recommends that the superintendent begin devising a new plan, with broad community consultation, for implementation by September 1991.

■ **A group of Asian high-school students in Philadelphia has charged that anti-Asian biases pervade that city's public-school system.**

"School officials see Asian students as being whiz kids," Somara Tav, a high-school sophomore, told the Philadelphia school board during a meeting late last month. "We just wanted to point out that we do have problems in school, and one of our major problems is racism."

Mr. Tav and another student, Gina Kim, interviewed fellow Asian students for a local community group, Asian-Americans United. They said students told them, for example, of teachers who used the term "chink" and other racial slurs when referring to Asian students.

They asked the school district to address the problem by hiring more Asian teachers and expanding lessons on the history and cultures of Asian nations.

District officials pledged to investigate the students' allegations.

## *Who's Got the Keys?*

Students in the rural Delta (Mo.) R-5 School District made it through the first day of school just fine. They just never made it to the second day.

Instead, they were treated to an unscheduled school holiday when vandals broke into a garage over the weekend and scattered keys to the district's six school buses throughout the building.

Come Monday morning, bus drivers had just 10 minutes to locate the keys and get the buses on their routes. "We were able to get four of the six buses going," Gene Garrison, the district's superintendent, says, "but when you're in a rural district, that's just not enough." School had to be cancelled.

The keys were kept in the bus ignitions, and the transportation director had a spare set tucked away in what he thought was a safe place. "Evidently," Mr. Garrison notes, "this was not the case."

"The unexpected can happen any time," Mr. Garrison says knowingly. "But this was sort of an odd thing to be told on the morning of the second day of school."

At first glance, it looks like a prank committed by students anxious to postpone the start of the school year. But, the superintendent says, students are not under suspicion for this one. "Typically, when kids do something like this, they have to brag about it," Mr. Garrison explains. In this case, not even the kids seem to know who is responsible.

Regardless of who the culprits are, the district has taken steps to prevent a repeat performance. A third set of keys has been made and is being kept "*completely* away from the garage area—under three locks," Mr. Garrison says. Vandals might still be able to find the second set of keys, he notes, "but they would have to go way, way, way out of their way to get to the third set." —J.W.

## DIMENSIONS

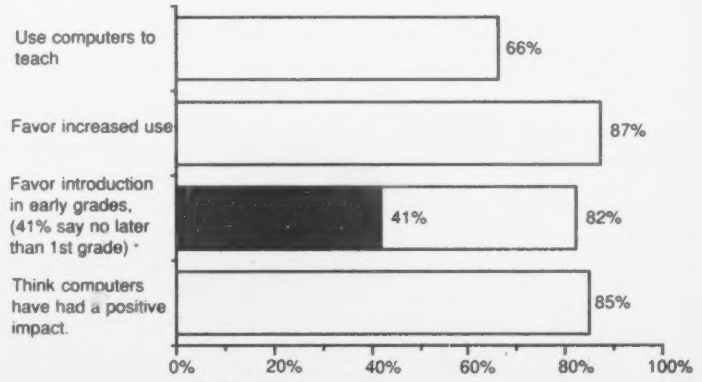
### Computers in the Classroom

Teachers have warmly welcomed computers into their classrooms, and view them as a valuable tool in fighting high dropout rates and other nagging problems, a new study reports.

Sixty-six percent of 1,100 randomly chosen teachers in a nationwide telephone survey conducted for International Business Machines Corporation said they already use computers, and 87 percent favor increased use. The survey, conducted this summer by the market-research firm the Wirthlin Group, also found that 82 percent of those who had an opinion favor introducing computers in the early grades, and 41 percent said children should begin becoming "computer literate" no later than 1st grade.

By large margins, teachers also said computers can help reduce dropout rates, decrease illiteracy, cut down on absenteeism and discipline problems, and effectively reach students with messages about substance abuse and sexuality.

Teachers also said computers help them be more creative, spend more time on one-to-one instruction, and better diagnose a student's strengths and weaknesses.



* Of those with an opinion

## PEOPLE

■ **Mary Hatwood Futrell**, past president of the National Education Association, has joined George Washington University as a senior fellow and associate director of the George Washington Center for the Study of Education and National Development.

Ms. Futrell, who was president of the N.E.A. for six years, also will teach education courses. The Washington, D.C.-based center conducts research and develops policy initiatives on major national educational issues.

Ms. Futrell received a master's degree in secondary education from George Washington in 1968. In 1987, the university awarded her an honorary doctorate.

■ The county "teacher of the year" in Moultrie, Ga., will not be rehired even though a jury last month acquitted her on charges of manufacturing and possessing marijuana.

**Vicki Sherling**, a chemistry teacher at Colquitt County High School, was arrested last spring and accused of helping her husband grow marijuana in their backyard greenhouse.

The Colquitt County Board of Education did not base its decision on whether Ms. Sherling had been found guilty or innocent, said Superintendent of Schools Billy Mock. Rather, he explained, "she was relieved of her teaching requirements in compliance with the guideline on fair dismissal, which specifies immorality."

Ms. Sherling has filed an appeal with the state board of education, and a hearing is set for Sept. 19.

■ A well-regarded Florida high-school teacher was arrested last month and charged with assuming the identity of a dead man.

**Robert Hutchinson**, an English teacher at Lincoln Park Academy in Fort Pierce, Fla., is really Ralph P. Stregles, according to the state's attorney's office, which conducted an investigation into Mr. Stregles' past and notified the school of its findings last June.

Mr. Stregles came to the St. Lucie County School District two and a half years ago, said Mark Molina, a county information officer. "He went through our normal screening process and presented what were thought to be real bachelor's, master's, and doctoral-degree transcripts," Mr. Molina said.

Mr. Stregles, who never graduated from college and who reportedly earned a doctorate using false credentials, has been suspended from his teaching job pending resolution of the case. He is believed to have been using borrowed identities for more than 20 years.

## UPDATE

■ **At least two test schools for Whittle Communications' "Channel One" news program for students have decided not to continue with the program.**

The Cincinnati Board of Education voted late last month not to continue participating in the 12-minute news show for junior and senior high schools. Whittle tested the program for seven weeks earlier this year at Withrow High School in Cincinnati and at five other schools across the country.

Many education groups have objected to "Channel One" because it includes two minutes of advertising each day. Cincinnati officials said that they were concerned about the commercials, and that they were not convinced students learned a great deal from the show. *(See Education Week, Sept. 5, 1989).*

Another test school, Gahr High School, in Cerritos, Calif., will not continue with "Channel One" because California state school officials have threatened to withhold funds from any district that shows commercials to students.

# Planning for Technology: Few Schools Are Matching Dollars With Foresight

*Continued from Page 1*

more forethought than is currently standard.

"Schools will spend thousands of dollars to acquire sophisticated software and equipment, but they don't seem to have a plan for how to use it effectively," observes John Schlotfeldt, a former secondary-school principal who is now president of Washington State's Olympia Computing Company.

At Mainland, planning will be comprehensive—from training personnel to checking for adequate lighting and electrical outlets.

As one of Florida's five model sites, the school must make the information it gleans "portable," or readily adaptable to other schools.

"We've got to be able to answer questions like, 'How do you deal with the number of wall sockets?' and 'How do you pay for this?' " says Eric J. Smith, director of management and planning for the Volusia County school system.

"We're writing the book on how to do this," he adds. "And everything's a new chapter."

### 'Disappointing Pattern'

Mainland's new vision of itself began long before the installation of hardware and software. It was prefaced by years of planning activities that brought together technology experts, teachers, parents, local businesses, and other members of the community.

"We wanted to create a dream," Principal Osborne recalls, adding: "I'd hate to think of how many hours we spent with the steering committee."

But the experience at Mainland runs counter to what one national study calls the "diverse and frankly disappointing pattern of planning efforts" among some of the nation's larger school districts.

Findings from the survey of 773 districts enrolling 10,000 or more students show that "[t]echnology planning is clearly a weak area of endeavor," the study says.

That report, "Thinking About Technology in Schools: A 1988 Snapshot," was published in March by the National School Boards Association's Institute for the Transfer of Technology to Education and the Control Data Corporation.

Although 607 of the superintendents polled said their district had a written plan for the inclusion of technology and would be willing to share it, only 213 actually submitted documents for review.

Plans ranged in size from "a page or two to a book or two in length," the report says, but "most . . . did not have a comprehensive flavor."

"Districtwide planning for technology, of the style of planning in large businesses, occurs only in some districts," the report concludes.

### Computer Plans Favored

In discussing the report's findings, James A. Mecklenburger, director of the N.S.B.A. institute, says plans tended to be drafted in reaction to outside pressures to automate instruction, not out of a genuine desire to apply technology to educational challenges.

Few of the plans, he says, weighed the relative benefits of the various instructional technologies beyond the computer, such as cable television, videodisks, satellite- and other distance-learning technologies.

"When you ask people for technology plans, they tend to have been put together ad hoc. They tend to be limited in scope," he says. "We asked for technology plans; we tended to get computer documents."

And few, if any, of the plans, Mr. Mecklenburger indicated, met the standards of comprehensiveness and long-term flexibility that should be their hallmarks.

Seldom were the documents, in Mr. Mecklenburger's words, "a statement of the kinds of ways in which a school district was going to take advantage of the technology to satisfy the educational goals it set for itself."

### Some Efforts Better

In some parts of the country, however, school officials are developing, with the help of private consultants, technology firms, and groups of teachers and parents, long-range proposals for technology use.

For example:

- The Washington State education department, in conjunction with Apple Computer Inc., held an education-technology institute last month to address the development of technology plans.

Forty school districts applied to participate, but the field of participants eventually was narrowed to 20, based on a number of criteria, including their "degree of readiness" to enter the planning process.

- The 65,000-student Anne Arundel County, Md., school system contracted with the International Business Machines Corporation when it decided to upgrade its aging administrative computer system and integrate technology more broadly into its instructional program.

With I.B.M.'s help, the district completed a lengthy and in-depth survey of adminstrators, teachers, principals, secretaries, and other employees to determine what functions a new system should be able to perform.

The plan that eventually resulted covered two volumes and touched on such issues as telecommunications and distance learning.

- The Virginia Board of Education has adopted a six-year technology plan that encompasses planning for such technologies as video, microcomputers, and distance learning by satellite.

The plan, drafted by a 17-member committee of elementary, secondary, community-college and university educators, as well as business leaders, stressed the need to "prepare students for life in the 21st century."

### Expanding Capabilities

But lack of forethought—not only in purchasing, but in implementation—continues to be the norm, according to consultants in the field.

Often, they say, problems can arise when educators who are unfamiliar and untrained in the use of the equipment refuse to relinguish their established patterns of operations.

For example, says the Washington State consultant, a school today can put in place a computerized system for filing student records that gives guidance counselors access to those files and has passwords that allow them to change final grades.

But achieving the benefits of such access, he adds, would depend not only on a school system's understanding of the capability and its safeguards, but also its employees' willingness to accept and learn the technology.

A computerized system also multiplies the potential for abuse and error, Mr. Schlotfeldt warns. "That's just one example of how people jump into high tech without the necessary planning," he says.

### Leap Now or Later?

But even districts that conscientiously look toward the future can get caught in the rush to buy the latest technologies, others warn.

"The cost keeps coming down as new products enter the marketplace, and there's always the issue of whether or not we should leap in now or leap in the future," explains Richard A. Pollak, president of Emerging Technology Consultants, a Minneapolis firm.

The bewildering array of similar products also can confuse first-time and even experienced buyers, he adds.

"It's something new, and there's always something else new in the area," says Mr. Pollak, adding that "the industry and its non-standardization" adds to the confusion.

In-house rivalries between local "computer experts" and those wanting to improve system capabilities require the kind of third-party arbitration firms like his provide, the consultant maintains.

"There's a lot of expertise in the schools themselves and that causes conflict," he says.

### Fighting 'Technophobia'

But the pressure to come up with technological solutions to educational problems is mounting, experts say, and with it the need for comprehensive planning grows.

This summer, for example, a report by the National Education Association's special committee on educational technology urged school districts to set as a goal placing microcomputers and appropriate software on the desk of every teacher by 1991.

That report echoes a sentiment shared by many technologically oriented educators, who say that because teachers are the staff members most directly affected by technological change, they must be consulted—and often consoled—as plans are developed.

"There is still a great deal of anxiety expressed by educators about the integration of technology in the school environment," the N.E.A. report says. "Technophobia is a real and flourishing malady."

Many existing plans do take the changing role of the teacher into account.

In the development of St. Paul's Saturn School, for instance, the local teachers' union was among the first groups consulted on the project. Says Mr. King: "We were asking for new behaviors from teachers, so, first and foremost, we felt that the teacher had to have input."

At Mainland Senior High School here, Mr. Osborne says, teachers have been constantly involved in the planning process. One of the plan's chief feature will be the provision of a personal microcomputer for each teacher, he reports. "It's not new to them to ask questions," the principal says.

### 'Retrofitting' Older Schools

But remodeling older schools such as Mainland so they can accommodate the new technologies presents a separate set of problems, experts point out.

Older school buildings were not designed for such electronic necessities as computer cooling systems and advanced wiring, they say. And, according to some studies, more than half of the schools in use today were built in the 1950's and 1960's.

Gary L. Carnow, director of the Alhambra (Calif.) Unified School District, says that "the whole issue of 'retrofitting' a school for the 1990's involves looking at where your technology is in your school, how it may or may not all hook together."

In the Alhambra district, such a "retrofitting" has been undertaken at the Emory Park Elementary School, a structure built in the 1930's.

As part of the project, which was paid for by the California Model Technology Program, computer stations were established in the hallways, a networked computer lab was assembled, a basement technology center was built, and other modifications were made.

Each step of the program required some modification of the school and, in some cases, asbestos was disturbed during the remodeling.

"In classrooms of the 1930's, you're lucky if you have one electrical outlet in a room," Mr. Carnow observes. "One of the problems we faced at Emory Park was just getting the blueprints for the school."

Physical barriers to implementation are not confined to older schools, however. According to Mr. King, the planning committee for the Saturn School of Tomorrow had to contend with such mundane matters as whether there was appropriate lighting in the rooms where computer screens would be in use.

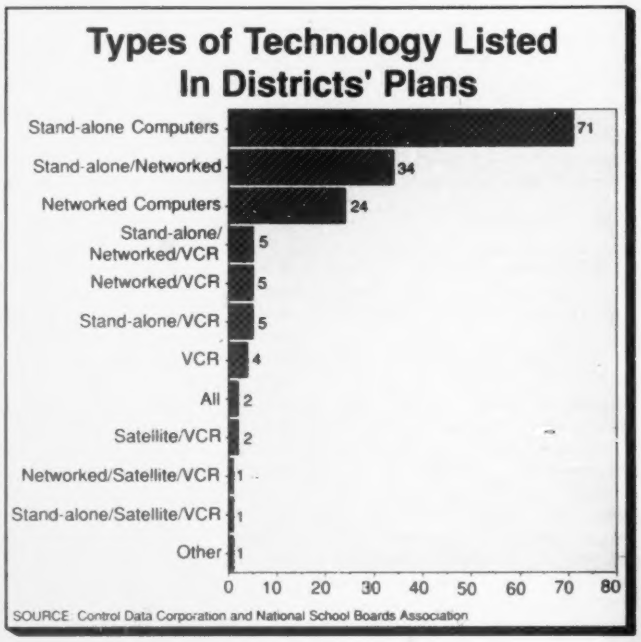
### 'An Ongoing Process'

The goal of the Volusia County, Fla., project is to devise solutions adaptable to other schools for many of these structural, personnel, and instructional questions that arise when technological capacities are upgraded.

But according to Eric Smith, the director of management and planning, the process of answering those questions has turned planning itself "into an ongoing process" at Mainland High.

And, though he still sees bridging the physical barriers presented by his older building as a primary concern, Mr. Smith can agree with the director of Minnesota's new Saturn School that planning in every area is a challenge with few existing guideposts.

"It's very much a 'seat of the pants,' barnstorming kind of thing," Saturn's Mr. King says.



Types of Technology Listed In Districts' Plans

SOURCE: Control Data Corporation and National School Boards Association

NETWORK
PERFORMING & VISUAL ARTS SCHOOLS
ANNUAL CONFERENCE OCTOBER 11 - 14, 1989
Georgetown Conference Center, Washington, D.C.
Pre Conference for New and Emerging Schools: October 11 9 to 3.
Call Pat Mitchell (202) 282-0020
Annual Conference "Visual Arts in a Multi-Cultural Environment": October 12-14.
Call Dr. Harry Clark (412) 247-7880

The Council of Chief State School Officers
presents
TEACHING AT-RISK YOUTH

Proceedings of May 1988 conference at The Johns Hopkins University, Baltimore, MD, [illegible] pp. [illegible]. Tomás Arciniega, Myrna Cooper, Ward Ghory, Gary Griffin, Asa Hilliard, John Ogbu, Susan Rosenholtz, Albert Shanker, Theodore Sizer, Gary Sykes, and others on: • successful teaching approaches for at-risk youth; • rethinking curriculum and structure; • collaboration among and support of teachers in the workplace; • the cultural orientation of black youth and its impact on academic achievement; • higher education's role in helping at-risk youth; • strengthening teacher training and research; • teaching, models of professionalism, and equity; and more.
Order from the School/College Collaboration Project, Council of Chief State School Officers,
400 N. Capitol Street, N.W., Suite 379, Washington, D.C. 20001. 202-393-8161.

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# EDUCATION WEEK

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## Consensus Builds To Set National Education Goals

### *Agreement on Agenda For Summit Reached*

**By Julie A. Miller and Reagan Walker**

Washington—A consensus was building last week that President Bush's upcoming education summit with the nation's governors should produce national educational goals and a strategy for achieving them.

In a meeting with John Sununu, the White House chief of staff, and Roger Porter, domestic-policy adviser, key governors agreed last week that the summit will aim at producing national goals for school performance and loosening the strings that restrict state use of federal funds.

Earlier in the week, the White House had appeared reluctant to promise that the summit would focus on the need to establish national goals.

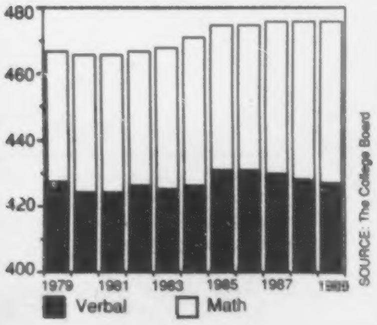
Gov. Bill Clinton of Arkansas and Gov. Carroll Campbell of South Carolina, who met with the White House officials after hearing from representatives from the education community, also agreed that the Sept. 27-28 meeting in Charlottesville, Va., will focus on six topics.

The topics to be discussed are teaching, especially recruitment and retention of talented teachers; the learning environment, including drugs and crime and the health needs of at-risk children; restructuring schools and parental choice; lifelong learning and worker retraining; higher education and federal student aid; and the roles of federal, state, and local governments in educational improvement.

In addition, the governors agreed to a format that will consist mostly of roundtable discussions closed to the public. Those events that will be open include a speech and a news conference by President Bush, and a welcoming ceremony and closing news conference to feature the governors.

*Continued on Page 19*

## Also in the news



**5** **Lackluster S.A.T. Scoring**
The hold-even math performance and dip in verbal scores are joined by a decline on the A.C.T.

## In Backing Tax Proposals, Voters Endorse Detroit School Reforms

**By William Snider**

Less than a year after issuing an electoral mandate for the reform of their beleaguered school system, Detroit voters last week endorsed the district's subsequent changes in leadership and direction by soundly approving two costly tax proposals.

One of the proposals allows the nation's seventh-largest district to enter the 1990's with a clean financial slate. The district has been authorized to sell bonds to pay off an operating deficit that has grown during the past 15 years to more than $150 million.

The second proposal provides the system with some $70 million in new revenues for the coming year. Those funds will enable it to avert drastic program cuts and employee layoffs, finance a 6 percent increase in employee salaries, and embark on the first stages of an ambitious, 10-year reform plan.

"I'm ecstatic. I keep pinching myself to

*Continued on Page 23*

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William DeKay/Detroit Free Press

**A Detroit student marches on Election Day in support of school-funding plans.**

## Grant Awards for E.D. Centers Will Set U.S. Research Agenda for Years To Come

**By Julie A. Miller**

Washington—The Education Department last week announced plans to award grants for 12 research centers next year in a competition that will determine a significant portion of the federal education-research agenda for years to come.

Grants for 14 of the 19 centers now funded by the department's office of educational research and improvement will lapse in 1990. The $17.8 million spent on all of the centers in fiscal 1989 accounted for more than half of O.E.R.I.'s nonstatistical research budget.

The grants awarded in next year's competition will represent nearly 80 percent of the agency's budget for center-based research.

"This is the most significant single event in shaping the research agenda," said Jerry Sroufe, director of governmental and professional liaison for the American Educational Research Association. "It's nearly the whole enchilada."

The grants competition will be O.E.R.I.'s largest since 1985, when all nine of the then-extant centers were reconsidered. Of that group, only four retained research agendas similar to their previous ones.

The proposal published in the Sept. 12 *Federal Register* includes nine subject areas similar or identical to those covered by existing centers, although the "mission" of some were revised substantially. *(See list on page 18.)*

Five centers would be eliminated under

*Continued on Page 18*

## AACTE Decides Not To Support Teaching Board

### *Educator Group Assails Plans for Certification*

**By Ann Bradley**

Washington—In the first formal opposition to the national effort to certify highly skilled teachers, the American Association of Colleges for Teacher Education voted last week not to support the work of the National Board for Professional Teaching Standards.

At its semiannual meeting here, the association's board of directors voted unanimously to urge the board to reconsider its proposed requirements for national certification.

AACTE, which represents more than 700 colleges and universities that train teachers, objected to the national board's decision not to tie eligibility for certification to such "quality controls" as state licensure and graduation from an accredited teacher-education program.

The national board had decided this summer to offer the opportunity to become nationally certified to any teacher who has a baccalaureate degree from an accredited institution, and who has successfully completed three years of teaching at one or more elementary or secondary schools.

"The National Board purports in its initial policy report to complement existing controls, but in fact the board has proposed bypassing current program approval, licensure, and accreditation procedures," according to a statement released by John I. Goodlad, president of AACTE, after the association's meeting last week.

The association "fears that the national board's approach to assure quality will lower the very quality the board seeks to elevate," the statement says.

The national board plans to develop a set of complex assessments of knowledge and performance with which to measure accomplished teaching. It intends to begin offering certificates in 29 fields by 1993.

*Continued on Page 21*

## Experts Hope Report Returns Youth-Suicide Issue to Front Burner

**By Lisa Jennings**

Washington—Youth suicide was a dominant national concern when the secretary of health and human services convened a special task force in 1984 to study it.

Margaret Heckler was secretary then, and the newspapers and airwaves were filled with reports of suicide's staggering youthful toll: an average of 13 lives a day in the 15-to-24-year-old age group.

Five years later, the statistics are no more encouraging. Yet the massive, four-volume report compiled by Ms. Heckler's committee—a document many say is the most comprehensive to date on the subject—has received only scant media attention since its release last month.

To researchers and other experts in the field, this lack of impact has more to say about the emergence of other youth problems than the effectiveness of the suicide-prevention programs mounted in intervening years.

Particularly in school-based intervention, said David Shaffer, director of the division of child psychiatry for the New York State Psychiatric Institute, "a lot of people have already made a lot of wrong assumptions."

Drug use and its associated violence, as well as efforts to curb the spread of AIDS, have stolen the spotlight from teenage suicide, other experts said last week. The latest available federal statistics show that homicide has replaced suicide as the second-leading cause of death (behind accidents) in the 15-to-24 age group. But suicide remains "about neck and neck" with murder, according to researchers.

And, unlike the effort being expended in the war on drugs, there is no coordinated attack on the problem of youth suicide, they complained.

"This whole issue seems to have been put on a back burner," said Charlotte Ross, director of the Youth Suicide National Center in San Mateo, Calif. "I really hope it doesn't stay there."

Said Dr. Shaffer, who served on a working group for the H.H.S. task force: "The good thing this report has done is take the lead in making research on youth suicide a much higher priority."

Completed two years ago but delayed by bureaucratic snarls, the "Secretary's Report on Youth Suicide" offers the first assessment of the field of play in prevention efforts since youth-suicide programs began

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## IN SUMMARY

**Physically Unfit**
American students today are heavier and slower, but somewhat stronger, than were their counterparts of a decade ago, according to a new study by the Amateur Athletic Union. **Page 5.**

**Controversial Credit Card**
The Young Americans Bank of Denver plans to offer credit cards to children age 12 and older, but a national financial-education group is mounting a campaign to stop it. **Page 5.**

**Teaching Democracy**
The five U.S.-history textbooks most widely used in high schools give short shrift to major figures and themes, and fail to teach the history of democracy, a new report charges. **Page 6.**

**Freeing Student Speech**
Ohio is joining the ranks of states considering legislation that would for the most part prevent school officials from censoring student publications, except in cases of obscenity or libel. **Page 7.**

**West Virginians Speak**
Voters in the Mountain State last week rejected a constitutional amendment that would have abolished the independent state board of education and school superintendent. **Page 7.**

**Medicaid Mandates**
The nation's governors have warned the Congress that expensive new mandates now being proposed for the Medicaid program may lead to cuts in state education funding. **Page 7.**

**Education Budget**
The Senate Appropriations Committee has approved a fiscal 1990 budget of $23.7 billion for the Education Department, an increase of some $1 billion over this year. **Page 14.**

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# ACROSS THE NATION

## NATIONAL

### Japanese Firm Gives $1 Million To C.E.D. for Education Program

Daiwa Securities Company of Tokyo has given the Committee for Economic Development $1 million to establish an endowment for a permanent education-studies program.

Robert C. Holland, C.E.D's president, said the grant marks the first time a Japanese firm "has targeted such a gift to improving U.S. elementary and secondary education."

Takuro Isoda, chairman of Daiwa Securities America, said the gesture recognizes C.E.D.'s role as "a national leader in developing sound policies for improving public education in the United States."

The nonprofit organization, whose board of directors includes university presidents and the leaders of major corporations, has been active in promoting business involvement in education. Its 1987 report, "Children in Need: Investment Strategies for the Educationally Disadvantaged," has been influential in promoting early educational intervention for disadvantaged students.

The gift will establish the Owen B. Butler Program in Education Studies, named for C.E.D.'s chairman who has led the group's education activities for the past seven years. Mr. Butler is the retired chairman of the board of the Procter & Gamble Company, where he now serves as a consultant.

■ **The National Center on Education and the Economy has formed a commission to examine why the United States is losing its economic edge** and to recommend strategies to improve workers' skills.

The Commission on the Skills of the American Workforce plans to spend seven months interviewing policymakers, employers, educators, and employees in the United States and six other nations—Sweden, Japan, Singapore, Ireland, West Germany, and South Korea. The group hopes to compile "the largest database of its kind" comparing skill-development policies in the seven countries, a spokesman for the project said.

The panel, to be headed by Ira C. Magaziner, an international business strategist, will include business and labor leaders, educators, and government officials.

The project is being paid for by a $250,000 grant from the Carnegie Corporation of New York with additional support from businesses, unions, and universities.

The commission will examine the role of government policies, education, and training in boosting workers' skills. It will meet for the first time next month.

■ **A coalition of educators and housing advocates has released a model curriculum for schools to teach children about the homeless.**

At a Washington press conference, the National Education Association declared last week "National Housing Education Week," and issued copies of the curriculum guide to its more than 6,000 affiliates.

In addition, District of Columbia school officials agreed to use the curriculum in schools throughout the district in October.

The guide, developed by an organization called Housing Now, includes materials for grades 4 through 12.

Its goal is to "dispel the myths about the homeless," and to help students overcome prejudices against homeless children in their schools and adults they may meet.

The curriculum also encourages children to write the Congress to urge it to find a solution to homelessness and to increase affordable housing.

Housing Now has invited students across the country to bring their letters to Washington as part of a march planned for Oct. 7.

■ **Sixty percent of Americans rate public schools as "only fair" or "poor,"** according to a poll by Louis Harris & Associates released last week.

In 1986, a similar Harris poll reported that 54 percent of those surveyed thought public education in the United States was "pretty good" or "excellent." Both polls asked respondents to rate public education according to one of those four categories.

The telephone poll, which was conducted last month, surveyed 1,250 adults nationwide. It has a margin of error of plus or minus 3 percentage points.

## STATES

### Oklahoma Board Offers Fast Track To Special-Education Certification

To ease a serious statewide shortage of special educators, Oklahoma education officials have approved a plan to offer regular-classroom teachers a quick route to special-education certification.

Under the "emergency certification" plan, approved last month by the state school board and the state regents for higher education, regular-classroom teachers can be certified to teach handicapped students if they undergo an intensive, one-week course in special education. The teachers must also agree to complete six more credit hours of special-education coursework during the year they are certified.

The certificates can be renewed for a second year if teachers agree to continue working toward full special-education certification.

Special-education officials said the state has been facing an increasing shortage of special educators for several years. Last year, Oklahoma districts reported vacancies in 437 special-education jobs—up from 360 in the previous year.

■ **Public agencies, such as school districts, that settle lawsuits are obliged to make the settlements public,** the Alaska Supreme Court has ruled.

The court delivered its opinion Sept. 1, affirming a lower-court decision that the Anchorage *Daily News* had the right to publish the terms of a settlement between the Anchorage school district and W.R. Grace & Co. The settlement arose out of a school-district suit over asbestos removal at an Anchorage high school. W.R. Grace paid the district $10.2 million in 1988 as part of that settlement.

The newspaper had requested that the terms of the settlement be released, but school officials refused to provide the information. The newspaper obtained the data elsewhere, and printed the story anyway. The lower court then ruled in the paper's favor.

In affirming that decision, the supreme court stated, "It is more important that [Alaskans] have access to this type of information than that it remain confidential."

■ **It costs Maryland taxpayers $154 each to provide public assistance to families of teenage mothers,** a new study has found.

In 1987, the study found, the federal and state governments combined spent more than $454 million to provide assistance to 6,633 Maryland teenagers who became mothers for the first time. State funds accounted for almost $180 million of the assistance. The study also found that mothers between the ages of 15 and 17 received the most public support because they were more likely to drop out of school and live on their own.

Researchers at the University of Baltimore conducted the study for "Campaign For Our Children," a nonprofit organization that works with the state government to promote abstinehce among adolescents.

■ **The Getty Center for Education in the Arts has awarded grants totaling $3.75 million to consortia of educational and cultural organizations in six states to restructure the way the visual arts are taught in American public schools.**

Located in Florida, Minnesota, Nebraska, Ohio, Tennessee, and Texas, the consortia will receive $625,000 each, to be awarded over five years in annual $125,000 increments.

### A Back-to-School Ritual

Jeff Hevin/Phoenix Newspapers Inc.

Several students gather at a clinic in Maricopa County, Ariz., for immunizations. A high demand for measles vaccinations made for long waits, officials said.

The consortia of school districts, universities, state departments of education, art museums, and other cultural organizations will use the grants, supplemented by matching funds they are required to raise, to establish regional institutes to train teachers, administrators, and others in the theory and practice of art education. The Getty center advocates that art be taught with the same emphasis as other basic disciplines.

The six institutes will serve public schools, universities, and art museums in their own states and others by developing curricular materials and encouraging adoption of art-education requirements in teacher-preparation and museum-education programs.

## DIMENSIONS

### The Value of a College Diploma

The value of a college diploma is growing every day, according to data in a recent issue of *The College Board Review*. In 1973, the article—by Frank Levy, an economist at the University of Maryland—says, the difference between the average income of a 30-year-old man with a high-school diploma and a similar man with a college degree was 16 percent. By 1986, that difference had jumped to 50 percent.

"The corresponding gap for women did *not* open in a parallel way," Mr. Levy writes, "because women were concentrated in the service sector and so were shielded from import competition."

Mr. Levy blames the income gap on the budget and trade deficits and on income stagnations, all of which, he argues, are making college less affordable for more Americans. Slow productivity and growth may well put college of out reach of the middle class as well as the poor, he suggests.

Copies of *The College Board Review*, No. 152, Summer 1989, are available for $6 each from College Board Publications, Box 886, New York, N.Y. 10101-0886.

| | Average income of 30-year-old man 12 years school | Average income of 30-year-old man 4 years college | High school-college income gap |
|---|---|---|---|
| 1973 | **$24,388** | **$28,157** | **16%** |
| 1986 | **$18,257** | **$27,309** | **50%** |

## DISTRICTS

### 7 New York Companies To Provide Emergency Child-Care Services

Seven major New York City-based companies have launched an ambitious experiment to provide emergency child-care services in the homes of employees whose children are ill or whose usual caregivers become unavailable.

The yearlong pilot program, which its sponsors say is the most comprehensive of its kind, will supply licensed caregivers from two home health-care agencies to employees whose child-care arrangements fall through.

Its goal is to cut down on employee absenteeism caused by such events as a child's illness, an unexpected business trip, or the closing of a day-care center as a result of inclement weather.

"When a parent has to respond to a child's cold or a caregiver's cancellation, the emergency becomes the employer's problem if that employee is unable to come to work," said Nancy Kolben, deputy director of Child Care Inc., the nonprofit child-care resource and referral agency that is coordinating the program. The Child Care Action Campaign, a national child-care advocacy group, has estimated that such absences cost businesses $3 billion a year.

The Colgate-Palmolive Company, Consolidated Edison Company, Ernst & Young, Home Box Office, National Westminster Bank U.S.A., the law firm of Skadden Arps Slate Meagher & Flom, and Time Inc. are participating in the experiment. Five of the companies will pay the care's full cost; two will require employees to cover a small portion of the cost.

### Students File Suit Against E.T.S. After Test Scores Are Invalidated

Twenty-seven students from Crescenta Valley High School in Glendale, Calif., have filed suit in federal court to force the Educational Testing Service to reinstate their scores on Advanced Placement examinations.

The Princeton, N.J.-based testing firm had invalidated the scores of 79 Crescenta Valley students who took A.P. tests in biology, U.S. history, and English language and composition after 7 students admitted cheating on them when they were administered last May. The firm asked the 79 students to retake the tests, and scheduled new examinations this month.

The original administration of the tests "contained so many incidents of failure to adhere to the guidelines that we could not confirm the validity of any scores," according to Tom Ewing, a spokesman for the E.T.S.

But the students, claiming that their right to due process of law was violated, sought a temporary restraining order to block the retests. Although U.S. District Judge Stephen Wilson denied their request, the students and their parents plan to press their suit to seek damages and to have their original scores reinstated, according to a district spokesman.

■ **Teachers in Los Angeles will vote later this fall on whether nonunion members must pay a fee to United Teachers of Los Angeles for bargaining services.**

The board of education voted 5 to 2 on Sept. 11 to grant the union "agency fee" rights, provided a majority of the city's 33,000 teachers agree. Currently, the union's 23,000 members pay $410 in dues a year.

California law permits unions to charge non-members for collective-bargaining services, but a recent state supreme-court ruling prohibits charging them for political activities or membership drives.

Catherine M. Carey, communications director for the Los Angeles union, said nonmembers in California districts with "fair share" arrangements generally are charged 85 percent of full union dues.

If a similar fee structure is approved for Los Angeles, the union would take in approximately $3.48 million in extra dues.

"What we want the fee for is to provide the services and the resources to service everybody, and that's what we're doing now on member dues," Ms. Carey explained.

The state Public Employment Relations Board, which will set the amount non-union teachers must pay, will schedule school-site elections sometime before Nov. 1.

■ **Some parents at a Bryn Mawr, Pa., Catholic elementary school are angry about a requirement that they sell $100 raffle tickets to avoid a steep tuition increase.**

The St. Thomas-Good Counsel School has asked parents with one child in the school to pay $700 in tuition, plus sell three $100 raffle tickets.

Parents who don't participate will be charged $1,100 in tuition, which pays for the raffle tickets plus a $100 penalty. Families with more than one child in the school have been asked to take more raffle tickets. The raffle, the school's major fund raiser, will be held next March.

The Rev. James E. Martinez, pastor of one of the two parishes that run the school, declined comment on reports that many parents were angry and were considering removing their children from the school.

In a letter to parents, quoted by *The Philadelphia Inquirer*, church officials said the advantage of the raffle plan is that it means participating parents will "have little, if any, increase in tuition." Tuition for one child last year was $625.

## MILESTONES

■ **Paul Gann**, the political activist whose work in support of voter initiatives dramatically altered education funding in California, died last week at the age of 77.

Mr. Gann was co-author of Proposition 13, which halved property taxes in California and placed restrictive limits on future increases after it was approved by voters in 1978. The success of the initiative spawned similar tax-cutting measures in other states.

The following year he sponsored another successful initiative that has since become known as the "Gann spending limit"—an amendment to the California constitution that restricts annual growth in state and local government budgets.

The combination of the spending and revenue-raising restrictions created financial difficulties for many of the state's school districts. Educators and their allies responded last year with a successful campaign for Proposition 98, a constitutional amendment that mandates steady increases in state school aid.

## UPDATE

■ **More cases of measles have been reported in the United States this year than in any year since 1980,** the federal Centers for Disease Control has reported.

According to health officials, 10,115 cases of measles have been reported so far this year, nearly five times as many as were reported by this time last year. That is the highest total since 13,430 cases were reported for all of 1980. *(See Education Week, March 29, 1989.)*

■ **A court-appointed lawyer has recommended that the college transcripts of Houston school administrators be released to a local newspaper.**

The Houston school district will await a Sept. 28 district-court hearing before deciding whether to appeal the decision, said Ria Griffin, a district spokesman.

The district has been fighting a lawsuit filed last year by the *Houston Chronicle* after it was denied access to school administrators' college transcripts. The newspaper sought the records after it reported that between 5 and 25 school administrators had received mail-order degrees from an unaccredited California university. *(See Education Week, Sept. 7, 1988.)*

The lawyer, Virginia Sanders, recommended that some information, including religion, financial information, names of relatives, high school attended, health information, and results of intelligence tests, remain confidential.

## PEOPLE

■ **Manuel J. Justiz**, former director of the now-defunct National Institute of Education, will become dean of education at the University of Texas at Austin on Jan. 1, ending a two-year search by the school.

Mr. Justiz, 40, served under former Secretary of Education Terrel H. Bell as director of the institute—once the research division of the U.S. Department of Education—which was abolished during a reorganization in 1986. Currently, Mr. Justiz teaches at the University of South Carolina and serves as senior adviser to the Education Commission of the States in its studies of state policy and minority achievement.

He succeeds Lorrin Kennamer, who resigned in 1987.

## *An Offer Declined*

For the Dallas Independent School District, it was an offer too good *not* to refuse.

Businessman Charles Cross recently drove his white BMW to Dallas's Carter High School, parked it out front with the keys in the ignition, and announced to cheering students that, for the rest of the school year, winners of weekly drawings would win the right to use the luxury car for a week.

The idea, according to Mr. Cross, was to reward students who remained in school, stayed out of trouble, and maintained good grades. He also promised $1,000 cash awards at the end of six-week grading periods and $2,500 at the end of semesters.

The offer stunned Dallas school administrators, who drafted a polite letter suggesting that Mr. Davis, an economist and investor, "redirect" his resources, perhaps toward college scholarships, a spokesman said.

"How in the world can we continue to lure children with these material things?" wondered Thomas G. Jones, a school board member."

Materialism already has been a source of controversy at Carter, whose students come from middle- and upper-middle-class families.

This past summer, according to news accounts, 12 former and current students were arrested on armed robbery charges, accused of stealing cash from video stores and restaurants to buy expensive clothing and jewelry and to finance high-stakes dice games. In some cases, police charged, the robbers used their parents' cars to make their getaway.

Mr. Cross, defending his offer, said, "Many times children think they have to wait until they're 50 to see a reward. We wanted to reward them now."

—N.M.

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# EDUCATION WEEK

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## Summit's Goal: Create Process To Set Targets

### *'It's a Beginning,' Secretary Contends*

**By Julie A. Miller and Reagan Walker**

Washington—When President Bush meets with the nation's governors at this week's historic education summit, he apparently will not seek agreement on specific national goals, but on a decision to launch a goal-setting process.

"It's a beginning," Secretary of Education Lauro F. Cavazos said at a news conference last week. "What follows is the most important part."

For example, he said, summit participants could agree that "we must increase literacy," and a specific target for meeting that goal could be set later.

### *Crossroads At Charlottesville*

Aides to Govs. Bill Clinton of Arkansas and Carroll A. Campbell of South Carolina had said that the governors and top White House officials agreed in a meeting Sept. 13 to aim for a consensus on national goals for school performance. *(See Education Week, Sept. 20, 1989.)*

But Mr. Clinton and several Administration officials said last week that,

*Continued on Page 18*

James M. Thresher/The Washington Post

**Senator Edward M. Kennedy visits Maryland high school for presummit meeting.**

## *National School Goals: Old Idea Surfaces With Newfound Intensity*

**By Deborah L. Cohen**

While the President's call for an education summit has given a well-publicized lift to the notion of national education goals, educators, corporate leaders, and policymakers note that the idea was taking shape well before Mr. Bush decided to convene the nation's governors in Charlottesville, Va.

There's no doubt, they say, that the summit will galvanize the movement to set a national schools strategy—once considered anathema to the tradition of state and local control of education. But the fact is, they add, the idea has been percolating for several years.

"The summit comes at a time when there is an increasing sense that we ought to have clear expectations" of what the nation's education system is trying to accomplish, said Frank Newman, president of the Education Commission of the States. "One could argue that the summit is being adapted to that sense, rather than the other way around."

Still, many educators acknowledge that procedural and philosophical obstacles will complicate the goal-setting process. For instance, they say, many spurn the idea of a national curriculum or rigid standards based solely on test scores, and others raise questions about who will pay for the strategies devised to meet the goals.

But, while differences will need to be

*Continued on Page 20*

## NCATE Rejects Reaccreditation For 14 Colleges

### *Denials Mark First Year Of Tougher Standards*

**By Debra Viadero**

Washington—In the first full year of operation under its tougher new set of standards, the National Council for Accreditation of Teacher Education has denied approval to one-third of the colleges of education up for reaccreditation.

The statistics, which represent an increase over the denial rate of previous years, were released by NCATE officials last week following the group's biannual meeting here.

At that meeting, the accrediting body also voted to take a cooperative approach to the National Board for Professional Teaching Standards by setting up a small committee of members to follow the work of the board.

The action was in contrast to the opposition to the board expressed the previous week by the American Association of Colleges for Teacher Education. That group voted not to support the board's work because of its failure to include graduation from an accredited teacher-education program among its requirements for certification.

Observers within and outside of NCATE said last week that the large number of schools denied accreditation this year reflects both the quality of teacher-education programs in those institutions and the seri-

*Continued on Page 9*

## Report's Good News: Many Who Drop Out Complete Education

**By Lisa Jennings**

Washington—When Secretary of Education Lauro F. Cavazos released the first annual federal dropout estimate this month, he said the good news was that fewer students were leaving school now than in previous decades.

But researchers who have reviewed the statistics pointed last week to what may be even better news: the report's evidence that many dropouts are returning to complete their education, either at school or through some type of equivalency program.

Drawing on the Education Department's "High School and Beyond" longitudinal study of 30,000 1980 sophomores, researchers found that about half of the 17.3 percent who dropped out had, by 1986, returned to complete their education. Another 12 percent were pursuing that goal.

"This is wonderful news," said Nancy L. Peck, director of the Center for Dropout Prevention at the University of Miami.

*Continued on Page 21*

## Financial Awards for High-Performing Schools Are Gaining Favor

**By Michael Newman**

This fall, as Indiana begins to dole out $10 million in "rewards" to schools that meet certain goals for student achievement and attendance, Vincent Schrader will be watching anxiously.

Unlike many principals in the state, he is not worried about whether his school will win any money. Mr. Schrader is not a principal. He is manager of the state's Performance-Based Awards program, and his is a different sort of suspense.

"I'm really anxious to see how the schools will go about using the money," he said.

Award-winning schools will be able to use the cash for anything but athletics and teacher salaries or bonuses. "Beyond that," he noted, "the sky's the limit."

Indiana is one of a handful of states that in the past five years have established cash-incentive programs aimed at improving school performance.

Florida, Indiana, Michigan, Pennsylvania, and South Carolina currently operate cash-incentive programs for schools or districts. Louisiana's plan is still in preparation, while a Massachusetts plan has been left unfunded since its creation two years ago.

All the programs offer additional state funds to schools or districts that show substantial improvement over previous performance. All allow the winners fairly wide latitude in deciding how to spend the money.

And, as Mr. Schrader's comments indicate, all generate a mixture of excitement and uncertainty.

The state cash-incentive programs have taken on added importance recently because they represent the most significant tests so far of an idea that is attracting increasing attention and support on the national level.

President Bush, in his package of education initiatives released last winter, gave heavy emphasis to a similar proposal, which he called the "Presidential merit schools" program. With requested funding that would eventually reach $500 million a year, the program of rewards for schools that improved student achievement, cut drug abuse, and reduced their dropout rates was the largest single element of the overall plan.

The Senate Labor and Human Resources Committee approved legislation in July based on Mr. Bush's proposal, although

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### Also in the news

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A 'controlled choice' student-assignment plan is the city's hottest election issue.

7 **Phonics or 'Whole Language'?**
That thorny question must be addressed in the pivotal 1992 reading assessment.

10 **Sex Ed. at the Polls**
Virginia's governor's race is a referendum for some on a statewide family-life program.

## IN SUMMARY

**Making Schools 'Effective'**
Principles of the "effective schools" movement are in place or slated for adoption in more than half the nation's school districts, according to a survey by the General Accounting Office. **Page 4.**

**Oklahoma City Turnaround**
In a rare judicial move, a federal appellate panel has vacated its recent ruling that the city's neighborhood-schools policy violates a court-ordered desegregation plan. **Page 5.**

**New York Chancellor Named**
Joseph A. Fernandez, who gained national attention as school superintendent in Dade County, Fla., has been selected to be the next chancellor of the New York City public schools. **Page 5.**

**Assessing Reading Skills**
A series of meetings beginning this week will aid the National Assessment of Educational Progress in deciding how to measure reading skills in its 1992 4th-grade assessment. **Page 7.**

**Teachers: Problems, Progress**
The annual Metropolitan Life survey shows teachers are alarmed by the societal and health problems of students, but are more upbeat about school reform and their professional standing. **Page 8.**

**The Content of Reform**
The structural reforms being tested by schools in 27 states must include an emphasis on "what is taught and how it is taught," the leader of the nation's governors said last week. **Page 10.**

**Education and the Disabled**
A national commission on special education is needed to spotlight the needs of disabled students, an influential Presidential panel concludes in a report issued last week. **Page 14.**

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# ACROSS THE NATION

## NATIONAL

### Macmillan Adds Merrill To Publishing Holdings

Macmillan Inc., a leading textbook publisher purchased last November by the British publisher Robert Maxwell, last week announced its acquisition of Merrill Publishing from Bell & Howell Company for $260 million in cash.

Merrill Publishing, a Columbus, Ohio-based publisher of elementary, high-school, and college textbooks, is best known for its books in the science field.

Mr. Maxwell acquired Macmillan in a $2.5-billion takeover deal last November, adding substantially to the British publisher's stake in the American educational publishing industry.

■ **In the 1970's and 1980's, community colleges have shifted their emphasis to vocational training and have reduced their commitment to liberal-arts students who plan to transfer to four-year colleges**, two scholars contend in a book published last week.

*The Diverted Dream: Community Colleges and the Promise of Educational Opportunity in America, 1900-1985*, is being touted as the most comprehensive study to date on the role of community colleges. Its authors are Steven Brint, associate professor of sociology at Yale University, and Jerome Karabel, associate professor of sociology at the University of California at Berkeley.

One consequence of the shift in emphasis is a dramatic decline in the transfer rate from two- to four-year colleges, which is now below 20 percent, the scholars state.

"For students who wish to obtain a bachelor's degree, attendance at a community college independently lowers their prospects of success," the authors argue. This has serious consequences for minorities, women, and the economically disadvantaged—groups "that are disproportionately concentrated in two-year colleges," the authors write.

## STATES

### Alternative Certification Backed For Superintendents in Arizona

The Arizona state board of education has voted to create an alternative-certification program for superintendents.

The state attorney general's office and the secretary of state must approve and certify the board's decision within the next three months before it can take effect.

Under the program, candidates could obtain alternative certification if they had at least a master's degree, eight years of managerial experience, and demonstrated skills in organization planning and in program and staff development. Candidates would have to complete 12 semester hours of course work in educational administration within two years of beginning the post.

Only districts that already have an administrator certified as a superintendent to oversee curriculum and instruction would be allowed to request a waiver for alternative certification.

■ **Public-school superintendents in Alaska have received a draft list of desired student outcomes** from the Alaska state board of education.

The list outlines eight areas in which "Alaskans should expect children to receive [instruction] as a result of public schooling."

"We feel these outcomes are broad, defendable, interdisciplinary, and doable," said Sue Wilken, a member of the state board. She said the board is seeking advice from local educators and others before making the list final.

According to the draft list, the state board expects students to be able to communicate effectively; think logically and critically; discover and nurture their own creative talents; master essential technological skills; demonstrate responsible citizenship; develop a commitment to health and fitness; develop personal responsibility to sustain themselves economically; and acquire a positive self-image.

## DISTRICTS

### Public-School Students Ordered Out of Catholic Facility in Mass.

School officials in Bridgewater, Mass., must remove two public-school students from classes held at a Roman Catholic parish facility, leased by the district to accommodate an overflow of elementary students, a federal judge has ordered.

The Massachusetts Civil Liberties Union sued the Bridgewater district on behalf of two students because the facility, formerly used as a school, contains Catholic religious symbols and because the students were regularly greeted by a Catholic priest.

U.S. District Judge Mark L. Wolfe issued the preliminary injunction calling for the two students' transfer. The plaintiffs are also seeking the invalidation of the lease between the school district and the church.

The judge wrote that the plaintiffs appear likely to prevail in their claim that the lease violates the establishment clause of the U.S. Constitution.

It "appears that the lease involves an impermissible delegation or sharing of Bridgewater's responsibility for the public school curriculum with the Roman Catholic Church, and thus excessively tangles church and state," the judge wrote.

■ **Two Arizona school districts, which together served one of the nation's largest populations of Indian students, have dissolved a long-standing partnership in which they jointly administered a single high school.**

For more than 15 years, students from the Tuba City public schools and a local tribal boarding school attended a single high school on the Navajo reservation as a economy measure. But critics, including members of the two local school boards, argued that the system—in which separate administrations oversaw different student bodies in the same building—was confusing and counterproductive.

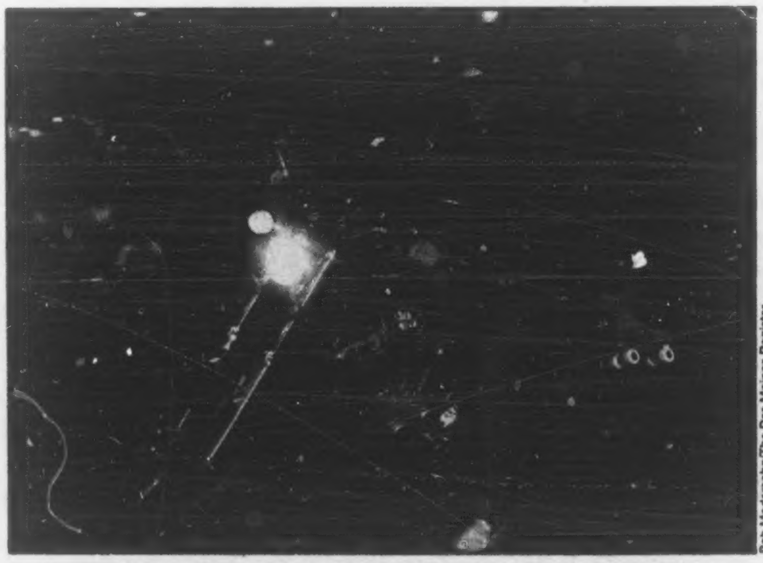
This year, the schools opened as separate entities within the same building, with Tuba City High School offering conventional morning and evening classes for public-school students, and the newly founded Gray Hills High School serving boarding-school students during a longer school day.

Despite community concerns that the arrangement would duplicate and weaken programs, both schools continue to meet interim accreditation standards, pending an annual review, according to Betty Ojaye, the executive director of the Navajo North Central Association of Colleges and Schools, which accredits reservation schools.

■ **Parents and students in Purdy, Mo., are appealing a federal court ruling that the Purdy school board has the right to ban school dances.**

The suit is jokingly referred to as the "Footloose" case, after a movie about a teenager who dares to dance in defiance of the

### Easy-Riding Principal


Bob Modersohn/The Des Moines Register

**Stanley Norenberg, principal of Adel-DeSoto High School in Adel, Iowa, guns his Harley-Davidson motorcycle across the stage during a first-day-of-school assembly. The 57-year-old Norenberg said he used the motorcycle as a device to grab the attention of the 350 students at the early-morning session last month.**

# NAEP Board Is Seeking A Consensus on Reading

**By Robert Rothman**

WASHINGTON—Entering one of the most emotional and divisive debates in education, the governing board of the National Assessment of Educational Progress has begun the thorny task of creating objectives for its 1992 4th-grade reading test.

Beginning this week, the board will hold a series of public hearings nationwide aimed at developing a consensus on the skills and knowledge to be tested on the assessment. During the summer, the board sent out 1,600 letters inviting both the public and reading specialists to the hearings.

The outcome of the six-month process could exert a strong influence on state curricula, because the 1992 assessment will be the first to include state-by-state comparisons of reading-achievement scores.

In addition, observers say, the assessment would likely be used to help measure progress toward any national goals in student achievement that emerge from this week's summit between President Bush and the nation's governors.

But many board members and reading experts contend that the board faces an uphill task in trying to reach an agreement on the highly contentious issue of how to measure reading performance in the primary grades. The board must accommodate views that range from a heavy emphasis on phonics, or letter-to-sound identification, to a "whole language" approach that stresses reading in context.

"Getting an agreement will take quite a lot of palaver," said the panel's chairman, Chester E. Finn Jr., professor of education and public policy at Vanderbilt University. "Primary-grade reading is probably the stage of reading that is most controversial in America."

### States Want 'a Role'

The process for developing a common view on the goals and content of the reading assessment is one of the most elaborate undertaken by NAEP's policymaking body, according to State Representative Wilhelmina R. Delco of Texas, chairman of the governing board's reading committee.

"We have tried to bend over backwards to increase awareness of what we are doing and raise the level of participation," she said.

In the past, when NAEP conducted a national assessment only, Mr. Finn added, fewer people participated in the process.

"When you administer a test on which states are going to be compared," he said, "it is legitimate for states to want to know what's in it, and to have a role in it, to ensure that the test is a tolerable facsimile of what they teach."

The 1990 8th-grade mathematics assessment will also be conducted at the state level. But for that test, Mr. Finn said, NAEP relied on the standards developed by the National Council of Teachers of Mathematics, which had already laid the groundwork for consensus-building in that field.

By contrast, no comparable effort has been undertaken by a reading group, Mr. Finn noted.

In addition to plowing new ground, the board must also contend with sharp political divisions over methods of teaching reading. Both reading specialists and lay people have strongly held beliefs on the issue, said P. David Pearson, dean of the college of education at the University of Illinois.

### Religion, Not Science

"Reading is more a religion than a science," he told the board at its quarterly meeting here this month.

Mr. Pearson and Connie Juel, professor of reading at the University of Texas, outlined for the board their differing views of reading and the implications those views hold for the assessment.

According to Ms. Juel, NAEP assessments tend to place too great an emphasis on reading-comprehension skills, and not enough on the more basic skills of word recognition and oral-language comprehension, or understanding what words mean.

Series of four public hearings to help develop 1992 test objectives.

As a result, she said, analyses of the assessments may mask problems in the basic skills.

"I'm concerned about a great number of kids who do poorly on the test not because they can't reason, but because they can't recognize words," Ms. Juel said. "We've got to make sure kids can do that."

"Before you assess how fast you can run," she added, "first assess how well you stand on your own two feet."

But Mr. Pearson warned that such an assessment might prompt schools to focus on the basic skills, when in fact many experts believe students can learn those skills implicitly while they learn comprehension.

Rather than test discrete skills, he said, the assessment should "minimize the gap between what readers do when they read and what they do on the test."

Faced with such disparate views, Mr. Finn said the board might conclude that it is unable to devise a single reading assessment.

"It's possible we'll end up with a multiple-format assessment," he said, noting that NAEP currently assesses writing by using several formats. "I hope not."

The dates and locations for the board's public hearings on the 1992 assessment are as follows: Sept. 27, Dallas (Richland College, Performance Hall); Oct. 11, Trenton, N.J. (Trenton Board of Education); Oct. 26, Los Angeles (Los Angeles County Board Room, Downey); and Nov. 3, Atlanta (Georgia Tech, Southern Regional Education Board Headquarters).

**More information is available from the National Assessment Governing Board, Mary E. Switzer Building, Suite 4060, 330 C Street, S.W., Washington, D.C. 20202-7583; telephone: (202) 732-7885.**

## DATABANK

### Profiles of the 55 Largest School Districts, 1987-88

| District | Location | No. of Schools | No. of Teachers | No. of Students | No. of Graduates |
|---|---|---|---|---|---|
| New York City Schools | Brooklyn, N.Y. | 983 | 52,953 | 939,933 | 37,086 |
| Los Angeles Unified School District | Los Angeles, Calif | 621 | 25,068 | 589,311 | 24,114 |
| City of Chicago School District 29 | Chicago, Ill. | 597 | 21,753 | 419,537 | 17,157 |
| Dade County School District | Miami, Fla. | 292 | 14,014 | 253,323 | 11,916 |
| Houston Independent School District | Houston, Tex. | 239 | 10,499 | 191,708 | 8,216 |
| Philadelphia City School District | Philadelphia, Pa. | 255 | 10,756 | 189,031 | 9,318 |
| Detroit City School District | Detroit, Mich. | 280 | — | 184,927 | — |
| Hawaii Department of Education | Honolulu, Hawaii | 229 | 9,270 | 166,139 | 10,371 |
| Broward County School District | Fort Lauderdale, Fla. | 165 | 7,104 | 137,366 | 7,153 |
| Dallas Independent School District | Dallas, Tex. | 188 | 6,904 | 130,885 | 6,015 |
| Fairfax County Public Schools | Fairfax, Va. | 179 | 7,500 | 127,752 | 10,795 |
| Hillsborough County School District | Tampa, Fla. | 165 | 6,962 | 118,031 | 6,146 |
| San Diego City Unified School District | San Diego, Calif. | 154 | 4,773 | 116,557 | 6,229 |
| Baltimore City Public School System | Baltimore, Md. | 179 | 5,696 | 110,189 | 4,802 |
| Memphis City School District | Memphis, Tenn. | 163 | 5,225 | 107,819 | 5,086 |
| Duval County School District | Jacksonville, Fla. | 146 | 5,623 | 105,049 | 4,739 |
| Prince Georges County Public Schools | Landover, Md. | 171 | 5,692 | 104,412 | 7,298 |
| Clark County School District | Las Vegas, Nev. | 125 | 4,438 | 100,027 | 5,094 |
| Montgomery County Public Schools | Rockville, Md. | 156 | 5,571 | 96,271 | 8,046 |
| Jefferson County Public Schools | Louisville, Ky. | 159 | 5,287 | 93,198 | 5,028 |
| Milwaukee School District | Milwaukee, Wis. | 145 | 5,565 | 91,848 | 3,811 |
| Palm Beach County School District | West Palm Beach, Fla. | 124 | 5,587 | 89,944 | 4,361 |
| Orange County School District | Orlando, Fla. | 127 | 5,042 | 88,878 | 3,851 |
| Pinellas County School District | Clearwater, Fla. | 129 | 5,321 | 88,868 | 5,050 |
| District of Columbia Public Schools | Washington, D.C. | 188 | 5,498 | 86,298 | 3,842 |
| Albuquerque School District | Albuquerque, N.M. | 117 | 4,424 | 82,416 | 4,686 |
| Orleans Parish School Board | New Orleans, La. | 123 | 4,663 | 81,503 | 3,427 |
| Baltimore County Public Schools | Towson, Md. | 149 | 4,945 | 81,152 | 6,049 |
| Jefferson County School District R-1 | Lakewood, Colo. | 123 | 3,556 | 75,337 | 5,103 |
| Mecklenburg Charlotte School District | Charlotte, N.C. | 106 | 3,889 | 74,680 | 4,353 |
| Granite School District | Salt Lake City, Utah | 98 | 3,316 | 73,419 | 3,458 |
| Cleveland City School District | Cleveland, Ohio | 130 | 3,578 | 71,743 | 3,106 |
| Dekalb County School District | Decatur, Ga. | 103 | 4,100 | 71,632 | 5,393 |
| Mobile County School District | Mobile, Ala. | 86 | 3,110 | 67,560 | 3,539 |
| Fort Worth Independent School District | Fort Worth, Tex. | 110 | 3,164 | 67,191 | 3,168 |
| Nashville-Davidson County School District | Nashville, Tenn. | 119 | 3,868 | 66,993 | 2,907 |
| Long Beach Unified School District | Long Beach, Calif. | 80 | 2,772 | 66,253 | 3,525 |
| Columbus City School District | Columbus, Ohio | 139 | 3,568 | 65,464 | 3,329 |
| Virginia Beach City Public Schools | Virginia Beach, Va. | 66 | 3,377 | 64,510 | 3,655 |
| Anne Arundel County Public Schools | Annapolis, Md. | 113 | 3,555 | 64,432 | 4,213 |
| Atlanta City School District | Atlanta, Ga. | 113 | 3,737 | 64,408 | 3,679 |
| San Francisco Unified School District | San Francisco, Calif. | 110 | 2,929 | 63,881 | 4,362 |
| Cobb County School District | Marietta, Ga. | 74 | 3,536 | 63,684 | 3,022 |
| El Paso Independent School District | El Paso, Tex. | 74 | 3,392 | 61,800 | 3,421 |
| Fresno Unified School District | Fresno, Calif. | 84 | 2,619 | 61,838 | 2,408 |
| San Antonio Independent School District | San Antonio, Tex. | 97 | 3,393 | 61,501 | 2,525 |
| Jordan School District | Sandy, Utah | 67 | 2,746 | 61,488 | 2,963 |
| Austin Independent School District | Austin, Tex. | 103 | 3,879 | 61,402 | 3,188 |
| Polk County School District | Bartow, Fla. | 102 | 3,504 | 61,244 | 2,789 |
| Wake County School District | Raleigh, N.C | 80 | 3,422 | 59,687 | 3,826 |
| Denver County School District 1 | Denver, Colo. | 113 | 3,512 | 59,439 | 2,759 |
| Boston School District | Boston, Mass. | 119 | — | 58,223 | 2,763 |
| Mesa Unified School District 4 | Mesa, Ariz. | 58 | 2,700 | 58,061 | 2,811 |
| Gwinnett County School District | Lawrenceville, Ga. | 64 | 2,946 | 58,047 | 2,764 |
| East Baton Rouge Parish School Board | Baton Rouge, La. | 102 | 3,449 | 57,697 | 3,483 |

Dashes indicate data is not available

SOURCE: U.S. Department of Education, National Center for Education Statistics, Common Core of Data, "Public Elementary/Secondary School Universe" survey, 1987-88, and "Public Elementary/Secondary Agency Universe" survey, 1987-88.

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# Report Finds Dropouts Often Finish School

*Continued from Page 1*

Only a few small studies have attempted before now to gauge return rates, she noted, and they have shown similar findings.

The report's message for educators, Ms. Peck said, is that "schools should be working harder to recruit dropouts to return."

But she and others cited the need for better and more inclusive data collection for the national dropout count. In particular, they said, the lack of statistics from the pre-high-school years may give a false picture of the dimensions of the problem.

"Kids are dropping out like flies in middle school," said the Miami center's director. "With all our optimism about a decreasing rate, we're still not counting everybody."

### Getting a Statistical 'Handle'

The federal report, released Sept. 14 by the National Center for Education Statistics, relied primarily on Census Bureau data. It estimated that, for the three-year period from 1985 to 1988, the average national dropout rate for students in grades 10 through 12 was 4.4 percent—a 2 percent decline from the rate a decade earlier. *(See Education Week, Sept. 20, 1989.)*

Officials who compiled the report responded to criticisms of its methodology by noting that it is the first step in an evolving process, one that will ultimately include specific state counts for dropouts. Future versions of the Congressionally mandated report, they noted, may include data from grades earlier than 10th grade.

The N.C.E.S. is currently training state officials to record the dropout data that will be collected for future annual reports. The collection method is to be pilot-tested in 27 states next year. *(See Education Week, March 29, 1989.)*

"There are still potential problems, and we're still in the experimental phase," said Mary J. Frase, a senior analyst with the N.C.E.S. and author of the dropout report. "But we're giving it our best shot to see what happens."

To Barbara S. Clements, director of the education-data-improvement project for the Council of Chief State School Officers, a group that has assisted in the drive toward a national dropout count, the encouraging signs in this first federal estimate were "very exciting news."

"I'm pleased that we are finally getting a handle on some statistics we can work with," Ms. Clements said. She added that "it's important for us to see that we're not as far away from our goal of 100 percent graduation rates as we thought."

Much of the N.C.E.S.'s dropout-return data confirms estimates made previously by the General Educational Development Testing Service, said Douglas R. Whitney, its director.

The federal report found that, of those who dropped out in the cohort group and later returned to complete their education, one-third went back to school for a diploma, the other two-thirds earned a G.E.D., or some other equivalency certificate. (The G.E.D. program accounts for 90 percent of equivalency degrees.)

G.E.D. officials have estimated that the program picks up about 75 percent of school dropouts, Mr. Whitney said. But he noted that the program's state offices are stepping up their efforts to keep students in school. In Pennsylvania, for example, a program in which G.E.D. graduates visit high schools across the state to encourage students not to drop out has been instituted.

### Dropout-Recovery Program

"The G.E.D. is really a 'dropout recovery' program," Mr. Whitney said. "But we would love it if there were no more dropouts. Even if that were true, we'd still have another 51 million adults to reach who have never completed their education."

Last year, the G.E.D. program provided more than 430,000 people with equivalency certificates—9 percent fewer than the previous year. More than 736,000 people took the test, a 3 percent decline after a fairly steady increase over the past 20 years.

Mr. Whitney attributed the decline to slightly revised recording methods. The test was also revamped in 1987, he noted, to reflect the trend toward stricter graduation standards. It now includes an essay section and other efforts to evaluate higher-order skills.

Most states prohibit dropouts younger than age 17 from taking the test, to prevent students from dropping out simply to take the alternative route, the program director said.

But Virginia has this year become the first state in which G.E.D. officials have relaxed age limits to allow students to take the test while still in school. The intent is to allow some students to make up lost class credits that might prevent them from graduating. Often, such students end up dropping out before they complete the requirements,Mr. Whitney said.

The apparent success of the G.E.D. and other equivalency programs in attracting dropouts raises an entirely different set of dropout questions, according to Ms. Frase of the N.C.E.S.

"We're now faced with the question: What does it mean to get an equivalency credential? How will this compare with a regular diploma?" she said.

Mr. Whitney acknowledged that some studies have demonstrated a slightly lower performance level in college for G.E.D. graduates, as opposed to those with a regular high-school diploma. But he argued that not enough research has been done in this area.

It would be nearly impossible, he added, to control for differences in the life experiences of regular students and G.E.D. graduates, who tend to be older and to have held jobs.

The N.C.E.S. report notes that studies of military recruits have found that those with an alternative credential are less likely to complete their tour of duty than those with a diploma.

But the findings also indicate that literacy skills for G.E.D. recipients are generally higher than those of other dropouts, though lower than high-school graduates'.

### Hispanic Rates Raise Concerns

The report's findings suggest that, in the main, the same factors that keep students in school may also be associated with higher return rates.

Hispanic students, who were found in the study to have the highest dropout rate of any group, were also the least likely to return to school after dropping out.

The average dropout rate for Hispanics during the three-year period studied was 9.27 percent, more than double the 4.20 percent rate recorded for whites and substantially greater than the 5.78 percent rate for blacks.

Blacks and whites, moreover, were found to be returning to school at virtually the same rate—50 percent. The return rate for Hispanics was 35.5 percent.

Though many of those questioned last week said they had not had time to thoroughly analyze the data, many, like Ms. Clements of the C.C.S.S.O., said the Hispanic dropout figures raised deep concerns.

The most frequently cited area of concern, however, was the lack of adequate data on what many researchers believe is a substantial, though underreported, dropout rate among middle-school students.

The N.C.E.S.'s Ms. Frase acknowledged that collecting data for that age group may prove difficult for future annual reports.

Most states, she said, have compulsory-attendance laws for students age 16 and younger. Thus, in reporting dropouts, schools are very reluctant to include younger students in that category. They will more often list such students as truant, if at all, she said.

Ms. Peck of the Center for Dropout Prevention noted that, because of the G.E.D.'s age limits, younger dropouts often end up without any options except the street and drugs.

Ms. Peck was one of several researchers who expressed some skepticism about the reliability of the N.C.E.S. study. Dropout statistics, she said, can be very misleading.

Robert Kominski, senior survey research advisor for the Census Bureau's population division, from which much of the N.C.E.S. report's data was drawn, acknowledged the difficulties that varying definitions of the term "dropout" have presented in collecting accurate dropout data. But he said that though there are "different estimates of dropouts out there, the numbers often come together."

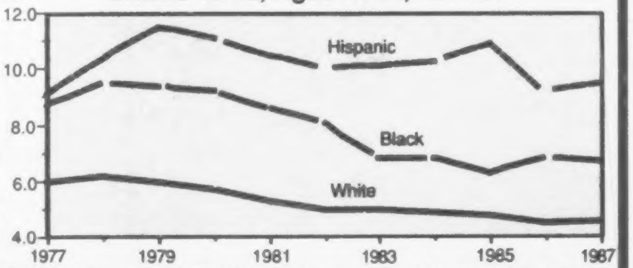
He predicted, however, that the pilot program in the states next year might result in more misleading information—mainly because states will have a vested interest in not reporting high rates, especially those for younger students.

Ms. Frase, however, disagreed. "States are very willing to do this, they want to have comparable national data," she said.

As for the current national count, Ms. Peck expressed the sentiments of many when she voiced concern that the rates cited in the federal estimate might send a message to educators that "we can afford to be complacent."

"No one is off the hook," she said. "We still have enormous problems."

**Three-Year Average Event Dropout Rate, Grades 10-12, Ages 14-24, 1977-87**



Footnotes: The Year represents the middle of the three years over which rates are averaged. Thus the rate for 1987 is the average of the single-year rates for the 12-month periods ending October 1986, 1987, and 1988.
Hispanics may be of any race.

SOURCE: R. Kominski, "What is the National High School Dropout Rate?," unpublished paper, March 1989; U.S. Department of Commerce, Bureau of the Census, "School Enrollment-Social and Economic Characteristics of Students, October (various years), Current Population Reports, Series P-20, and unpublished tabulations.

**Change in Dropout Status of 1980 Sophomores Between 1982 and 1986 by Sociodemographic and Geographic Characteristics**

| | Percent of Cohort | | | |
|---|---|---|---|---|
| | Dropouts 1982 | Did Not Complete School by 1986 | Completed School 1982-86 | Percent of Dropouts Completed School 1982-86 |
| Sex | | | | |
| Male | 19.3 | 10.1 | 9.2 | 47.5 |
| Female | 15.2 | 8.4 | 6.9 | 45.2 |
| Race/ethnicity | | | | |
| White | 14.8 | 7.6 | 7.2 | 48.4 |
| Black | 22.2 | 11.4 | 10.8 | 48.5 |
| Hispanic | 27.9 | 18.0 | 9.9 | 35.5 |
| Asian | 8.2 | 2.0 | 6.2 | 75.8 |
| American Indian/ Alaskan Native | 35.5 | 27.1 | 8.4 | 23.7 |
| Socioeconomic status | | | | |
| Highest quartile | 6.6 | 2.4 | 4.2 | 64.2 |
| Second quartile | 10.2 | 4.0 | 6.2 | 60.6 |
| Third quartile | 14.3 | 7.3 | 6.9 | 48.6 |
| Lowest quartile | 22.1 | 13.0 | 9.2 | 41.5 |
| Unknown | 78.0 | 48.7 | 29.3 | 37.5 |
| Metropolitan status | | | | |
| Urban | 24.5 | 13.6 | 10.9 | 44.5 |
| Suburban | 15.1 | 7.1 | 8.0 | 53.0 |
| Rural | 15.6 | 9.5 | 6.1 | 39.0 |
| **Total** | **17.3** | **9.2** | **8.0** | **46.5** |

SOURCE: National Center for Education Statistics

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# Philadelphia School's Program Enlists Dropouts in Community Service

Over the past decade, youth-service corps in cities across the country have been gaining popularity as another means to "catch" and recover school dropouts.

Young dropouts may join a corps, and earn some money performing public-service work for their community. At the same time, they can take courses to prepare themselves for the General Educational Development, or G.E.D., exam to earn a high-school equivalency certificate. Many corps members end up returning to school, according to youth-service advocates.

In Philadelphia, one high-school principal has developed an unusual dropout-recruitment program based on the same concept.

Harry C. Silcox, principal of Abraham Lincoln High School, last month brought together 21 dropouts from his school to form their own local youth-service corps.

The program—funded by the Philadelphia Youth Service Corps, which takes in youths throughout the area—will pay members a stipend of $180 a week to work in the community. At the end of a year, members will also receive $2,000 in tuition fees toward furthering their education.

Members will keep busy picking up litter, cleaning graffiti, and painting homes of elderly residents, as well as other projects.

"The work," said Mr. Silcox, "must reinforce to the young people that what they are doing is worthwhile."

Corps members will also be required to spend half of each school day taking classes to earn credits toward a diploma, or toward a G.E.D. certificate, Mr. Silcox said.

Students who opt for the equivalency certificate and pass the test will be allowed to attend graduation ceremonies with the rest of their class, he added.

The goal of the plan, he said, is simply to bring back as many of his own dropouts as possible.

Some parents have complained, however, that Mr. Silcox's plan will encourage students to drop out in order to join the corps, but the principal is convinced that will not happen.

Students may not join the corps, he noted, until three months after they drop out. In addition, all applicants must go through a rigorous "boot camp"-style training program with the larger Philadelphia corps to determine their eligibility before they are admitted into the local group.

Many will not be able to meet the strict disciplinary requirements of the group. But for those who can, it may be an opportunity to "discover hidden talents that otherwise would never have been noticed," Mr. Silcox contends.

Many students simply cannot function in the traditional high-school setting, he acknowledged, noting that years ago, Sylvester Stallone, the movie actor, was expelled from the city's Lincoln High School for that reason.

"Youngsters like that should not be in a regular school program," he argued. "But that doesn't mean we should abandon them."

"If there's one thing I believe about education," he said, "it's that there ought to be options." —L.J.

R4800-3

EDUCATION WEEK

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# Chicago Elections Usher in New Era of Reform

## 'Parent Power' To Drive School Councils' Work

By William Snider

CHICAGO—A new chapter in Chicago's colorful political history was written last week when 285,000 parents, teachers, and community residents turned out to elect local school councils, ushering in an era of school reform driven by "parent power."

Each of the 540 newly elected councils is expected to meet by the end of the week to begin tackling the wide array of problems blamed for impeding the effective operation of the city's schools.

For most reform supporters, last week's two days of elections represented the first wide-scale test of Chicagoans' enthusiasm for, and their commitment to, a reform plan that is widely viewed as the nation's boldest.

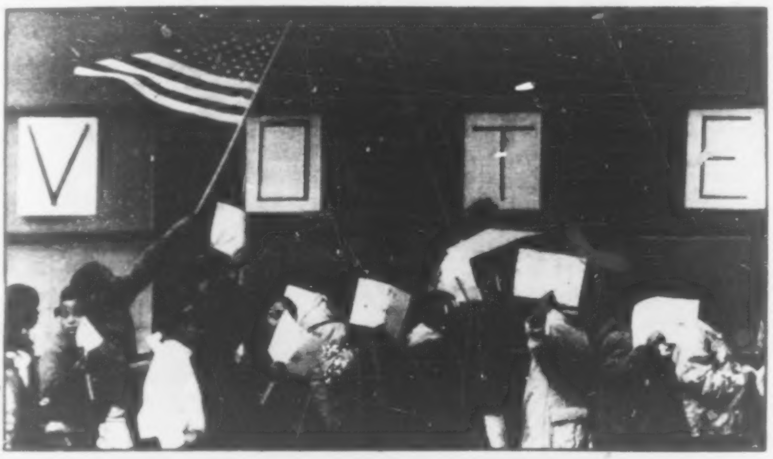
"The citizens of Chicago have expressed their interest and concern at the community level, particularly the parents," said James Compton, president of the city's interim board of education, which is leading the reform effort.

"This is not only a monumental day for the city of Chicago," he said, "but it is a monumental day, I believe, for public education throughout this nation."

Charles D. Almo, the district's interim general superintendent, agreed. "We've known all along that the councils were going to be elected, but what we wanted to have is an expression from this community of what it feels for its schools."

The elections helped gauge the community's "commitment to this proposition that decisionmaking should be done at the local level," he said, and that "the community should, school by school by

Continued on Page 15



The Chicago Sun-Times

Students march outside a school last week to support Chicago's school-council elections.

# Teachers' Unions In San Francisco Decide To Merge

## Affiliates' Agreement Is Called First in Nation

By Ann Bradley

San Francisco's teachers' unions last week ended 20 years of acrimonious relations by signing a merger agreement said to be the first of its kind in the nation.

The uniting of local affiliates of the American Federation of Teachers and the National Education Association will create only the second merged local in the country, to be called the United Educators of San Francisco.

Union officials said last week, however, that San Francisco's "unity agreement" will integrate its two locals more fully than the 1969 merger that created the United Teachers of Los Angeles, the nation's first combined local.

If ratified by San Francisco teachers in an election next month, the agreement will give members of the United Educators of San Francisco membership in both unions' state and national organizations. Leadership posts in the U.E.S.F. will be shared between the two locals until an election is held in 1991.

"This is going to unite teachers in a way we've never been before, so we can speak with a single voice in addressing the problems common to all teachers," said Joan-Marie Shelley, president of the San Francisco-American Federation of Teachers, one of the locals to be merged.

Judy Dellamonica, president of the other local, the N.E.A. affiliate San Francisco Classroom Teachers Association, called the signing of the agreement "an historic event."

"It's probably significant," she said, "that it's taking place in the War Memorial Building."

The two locals, neither of which has been able to gain a substantial hold on the city's 4,000 teachers, had been discussing merger on and off for several years. Roughly one-third of San Francisco's teachers belong to

Continued on Page 9

# Analysis Questions Reports of Success Of Learnfare Effort

By Reagan Walker

Wisconsin officials may have overestimated the success of their nationally recognized Learnfare program, an internal state analysis has suggested.

The year-old program was the first of a number of efforts by states to reduce the dropout rate by tying welfare benefits for families with teenage children to school attendance.

In an August report on the program, state officials said that benefits had been reinstated for nearly 70 percent of families who had been penalized for student [illegible]senteeism. A "vast majority" of those students had returned to school, the report stated.

But a more recent memorandum written by a state research analyst indicates that the actual proportion of students returning to school and attending regularly may be closer to 38 percent—about half the proportion that had been cited earlier.

Meanwhile, a new study by the University of Wisconsin-Milwaukee has raised questions about the cost-effectiveness of Gov. Tommy G. Thompson's proposal to expand Learnfare to include younger students.

The study found that younger children of welfare families miss only slightly more school than children of families not receiving public assistance.

Currently, Learnfare only applies to students ages 13 through 19.

Governor Thompson plans to introduce

Continued on Page 20

# After Two Tough Years in Rochester, School Reformers Look to the Future

By Ann Bradley

ROCHESTER, N.Y.—Educators participating in Rochester's nationally recognized school-improvement effort describe the experience as a bit like building an airplane while it is taxiing down the runway.

They say the shared sense of urgency that two years ago spawned the nation's most dramatic teacher contract—and has since fueled several other major educational changes in the city—has not waned. But along the way, the ride has been bumpy as the school system has retooled itself.

As the third year of the contract begins, "I get a sense that people are getting a little more realistic," said Adam Urbanski, president of the Rochester Teachers Union. "The first year was the year of euphoria."

"The second year, we said things are worse than they were before the contract," he added. "Now, there's the recognition that this is damn hard, but attitudes have changed. People believe this is for the long haul."

The union contract, which expires in June, gave teachers the opportunity to earn as much as $68,900 a year in exchange for greater accountability. The aim, according to Mr. Urbanski and Peter McWalters, the superintendent of schools, was to increase student achievement by changing a system that was failing too many children.

Continued on Page 10

# Stricter Rules on Student Dress, Decorum Revive Familiar Civil-Liberties Questions

By Lisa Jennings

[illegible]anna Murgatroyd, an El Paso, Tex., b[illegible]cian, got a phone call from her son's s[illegible] last month, warning that he would [illegible]spended if he did not cut his [illegible]. She told the assistant principal she would take care of it when she got home from work.

But that evening, Ms. Murgatroyd discovered that her son Ted had already been given his haircut—by a teacher—and that several of his less fortunate classmates had been suspended for violating the school's strict new dress code.

[illegible] then, she recalls, that her son's fashionable but unapproved hairstyle became, for her, a matter of civil rights.

"They had no right to cut it," says the beautician, who has filed suit with the parents of a suspended student, seeking to outlaw such codes. "It was like a police state."

Ms. Murgatroyd's legal action may still be relatively rare, civil-liberties groups say, but her sentiments are not.

Across the nation, as more and more schools try to turn back the dress-and-decorum clock in search of a safer, more orderly classroom environment, the question of how such policies can be implemented fair-

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Black educators discuss ways to infuse 'Afro-centric' content into the teaching of all subjects.

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Puerto Rico's possible statehood vote raises the question for some of 'official' language.

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A judge in Washington has ordered city officials to comply with a 1987 law requiring that nurses or certified sports trainers be on the sidelines at all high-school football games. **Page 4.**

**Troubles in Child Care**
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**Counting Drug Users**
The two major federal efforts to measure drug use, especially among youths, may be leaving large holes in the data necessary to gauge the success of President Bush's drug plan. **Page 5.**

**National Health Goals**
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**Coping With Austerity**
With their state "cutting into raw bone" to make budget reductions that could total $1 billion by the end of the fiscal year, schools in Massachusetts are struggling to adjust to austerity. **Page 16.**

**Grumblings in the Granite State**
Resentment against soaring local personal-property-tax bills is forcing some legislators in New Hampshire to begin thinking about the once-unthinkable: a state property or income tax. **Page 16.**

**Budget Boost for Chapter 1**
An unprecedented 18 percent increase in Chapter 1 spending is among the items that raise the Education Department's budget to $24 billion in the 1990 appropriations bill. **Page 21.**

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# ACROSS THE NATION

## NATIONAL

### National PTA Calls for Federal Ban On Corporal Punishment in Schools

The National PTA has called for federal legislation to outlaw corporal punishment in schools nationwide.

"Parents would be charged with child abuse if they injured their children in the same way educators are legally allowed to do in most states," Arlene Zielke, National PTA vice president for legislative activity, said in a statement.

Corporal punishment is illegal in only 19 states, eight of which banned the practice within the past year, Ms. Zielke said.

While physical punishment has been outlawed in prisons, psychiatric hospitals, and other institutions, the U.S. Supreme Court ruled in 1977 that such punishment in public schools is not cruel or unusual and that children who are physically punished are not protected under the Constitution.

The National PTA argues that corporal punishment is ineffective in the long run; that it is most likely to be applied to minorities, handicapped youngsters, and younger children; and that it is often used as a first-resort punishment for minor offenses.

Arnold Fege, director of government affairs for the PTA, said the group would continue to try to influence state legislation and to introduce changes in, among other federal education statutes, the Education for All Handicapped Children Act, now up for reauthorization.

■ **Growing numbers of black children are languishing in foster-care placements that do not address their health and educational needs**, a new study reports.

A 2½-year study by the National Black Child Development Institute found that black children are entering foster care at ever-younger ages and remaining in care for longer periods of time.

Despite the fact that black children shoulder a "disproportionate risk" of entering care with serious health and educational problems, the study said, they seldom receive developmental or psychological assessments and are often reported as having "no problems."

The study also noted that few black children in foster care remain in their original schools and that they often "face significant disruptions in their education as they move from placement to placement."

While most of the study population entered foster care because of abuse or neglect, the child-development institute reported that increasing numbers of placements are attributable to inadequate housing and parental drug abuse.

Free copies of the report, "Who Will Care When Parents Can't," are available from the N.B.C.D.I., 1463 Rhode Island Ave., N.W., Washington, D.C. 20005.

■ **One in every seven adolescents, or 4.5 million teenagers, lacks medical insurance**, a new study has found.

The survey of more than 15,000 adolescents between the ages of 10 and 18 found that poor and minority adolescents were less likely to be covered by any medical insurance program than were white and middle-class adolescents. Blacks were 63 percent more likely to be uninsured, and Hispanics three times as likely to be uninsured, as white adolescents.

The study, which appears in the October issue of *Pediatrics*, found that nearly 7 out of 10 respondents said they lacked medical insurance because it was too expensive.

■ **Healthy pregnant women whose fetuses do not appear to be at risk should receive less health care, and women at risk of conceiving unhealthy babies should receive more**, a new federal report concludes.

The report, issued by the U.S. Public Health Service, found that many routine tests—such as a screening for protein in the urine now generally performed at every prenatal visit—are unnecessary for apparently healthy women. Low-risk women should have only seven or eight prenatal visits instead of the 13 that are currently recommended, the panel of experts suggested.

In contrast, women who are at greater risk for delivering an unhealthy baby, due to socioeconomic status or specific health problems, should receive more care, including social and psychological services and drug-, alcohol-, and tobacco-cessation instruction, the panel concluded.

## STATES

### Indiana Board Suspends Action On School Accreditations

The Indiana Board of Education voted this month to suspend action on school accreditations until questions about the review process can be addressed.

The 11-member board decided to postpone further decisions on accrediting schools after the state education department released a preliminary list of schools that failed to meet all the standards needed to qualify for accreditation under a new system that took effect in the 1988-89 school year.

The list showed that 65 of 354 schools reviewed last year did not qualify for immediate accreditation.

In the wake of strong public reaction to the report, board members raised concerns about the fairness of the process and about how it "led the general public to have those schools labeled as failures," a spokesman for the department said.

The "performance based" accreditation system, enacted as part of the state's "A + " program in 1987, factors in such measures as standardized test scores, math and language proficiency, and attendance and graduation rates.

Although the process was set up "with a great deal of thought and effort," and is still thought to be a "positive way to help schools," the board was concerned that initial review results were "not handled in a way that would strengthen schools," said Joan McNagny, a board member. "It hit them with a need to defend their schools before the board had acted."

The board plans to discuss the accreditation-review process at its meeting next month.

### Perusing the Past

Steve Haines/The Detroit News

**Students at Pierce Middle School in Grosse Pointe Park, Mich., examine newspapers from a time capsule opened to celebrate the school's 50th anniversary last month.**

■ **Twelve dairy companies and their representatives conspired to divide the state's $20-million school milk business among themselves by rigging the competitive-bidding process**, a suit filed by the Georgia attorney general has charged.

Attorney General Michael Bowers filed the suit Oct. 6 in U.S. District Court in Brunswick. According to George P. Shingler, the assistant attorney general handling the case, it is "extremely likely" the state will also take criminal action against the dairy suppliers.

Under Georgia law, it is a felony for businesses to conspire in dealings with local governmental agencies such as school districts.

The 12 companies named in the suit are Associated Dairy Farmers, Atlanta Dairies, Borden, Coble Dairies Cooperative, Coburg Dairy, Dairymen, Dempsey Brothers Dairies, Flav-O-Rich, Kinnett Dairies, Land-O-Sun Dairies, Meadow Gold Dairies, and Pet.

■ **Some North Carolina schools offer no special courses for academically gifted students, while others offer unchallenging courses, and very few allow students to skip grades**, a study by the state Department of Public Instruction has found.

The study concluded that programs for gifted students are poorly defined and suffer from a lack of funding. The state pays local school districts $587 per gifted student, about a third of the $1,598 it gives for other exceptional students.

In North Carolina last year, approximately 5.8 percent of all public-school students were designated as academically gifted.

The study, which was requested by the General Assembly, examined programs for 3rd, 5th, and 8th graders in the state's 6 largest school systems, in 6 medium-sized districts, and in 12 school systems with fewer than 11,900 students.

The greatest shortfall occurred in programs for 3rd graders, said Bill Inman, the department's chief consultant for research. "In fact, there is practically nothing from K to 3," he said.

However, the study found that almost all middle schools had some type of program for academically gifted students.

The study recommended that the state adopt models of accelerated and enrichment programs from which to gather data, Mr. Inman said.

# Major Surveys Offer Incomplete Picture Of Student Drug Use, Experts Caution

**By Ellen Flax**

The national anti-drug plan proposed by President Bush last month places great emphasis on reducing by specific percentages over the next two years the number of teenagers who use cocaine and other drugs.

But the major federal surveys that measure the proportion of teenagers who use drugs offer an incomplete—and perhaps misleading—picture of student drug use, several experts on the subject cautioned last week.

They said that the data collected by the federal government provide insufficient information about the very groups many believe are most likely to abuse drugs—minorities, inner-city dwellers, and high-school dropouts.

They also said that increasingly negative societal attitudes toward drug use may convince some respondents to lie when answering the anonymous questionnaires that are commonly used by researchers.

The national drug-control strategy states that over the next two years, the nation must work to reduce by 10 percent the number of teenagers reporting any use of an illegal drug during the previous month, as reported on a national household survey conducted by the National Institute on Drug Abuse.

Over the same period, the plan also calls for a 20 percent reduction in the number of adolescents who report any use of cocaine during the previous month. Over the next decade, the plan calls for a 50 percent reduction in both figures.

"We have a 'blind men and an elephant' situation," said Douglas Anglin, the director of the Drug Abuse Research Group at the University of California at Los Angeles, referring to the federal data-collection effort. "The best thing we have is a partial jigsaw puzzle."

### 'Some Underreporting'

The NIDA National Household Survey on Drug Abuse, which has been conducted 10 times since 1972, has found that self-reported drug use among youths, as well as the general population, has dropped since reports of such use reached a peak in the late 1970's.

Results from the latest survey, released last summer, showed that 6.4 percent of youths between the ages of 12 and 17 reported having used marijuana during the previous month, down from 12 percent in 1985; 1.1 percent, or approximately 225,000 respondents , said they had used cocaine, down from 1.5 percent in 1985.

The results were based on anonymous responses to detailed questionnaires by more than 8,800 people, chosen to be a representative sample of the country's population.

Joseph Gfroerer, chief of the statistical-analysis and population-survey section at NIDA, said families are notified in advance about the project, and about one-quarter refuse to take part.

"We recognize that there is some underreporting," he said, noting that researchers assume that the nonrespondents are more likely to be drug abusers than the general population.

Mr. Gfroerer, like other observers, notes that the survey is less likely to include inner-city residents. The survey also does not include the homeless, the imprisoned, or the institutionalized, all of whom have higher drug-abuse rates.

The results of a national survey of 400,000 youths between the ages of 12 and 17 released by the private National Parents' Resource Institute for Drug Education last month concluded that as many as 338,000 students—a third more than NIDA found—were using cocaine at least once a month. Drug experts interviewed last week maintained the study was not statistically sound because only schools that purchased the drug survey offered by PRIDE were included in the study.

### 'Wouldn't Pick It Up'

The other major federal data-collection effort—the so-called high-school senior survey—has been conducted yearly since 1975 for NIDA by University of Michigan researchers.

The latest survey, based on the anonymous responses of 16,000 1988 high-school seniors in approximately 130 public and private schools, found that 18 percent said they had used marijuana during the previous month, down from 21 percent in 1987, and that 3.4 said they had used cocaine during the previous month, down from a peak of 6.7 percent in 1985.

A number of experts, including the Michigan researchers, note that the survey may be underreporting the total number of youths who use drugs because it does not include information about dropouts.

"It's not really addressing what is going on in ghettos and inner cities," said Patrick O'Malley, a member of the Michigan team. "There could be a crack problem in an inner city and we wouldn't pick it up."

However, he said, the survey is a good marker of drug-use trends among youths because academically weak seniors, who presumably are closest to dropping out, have drug-use patterns that are similar to those of good students.

"Those folks are obviously living in a dream world," countered Rudy Arredondo, special assistant to the District of Columbia commissioner of public health and a member of the Maryland Commission on Black and Minority Health. "Obviously the [youths] who are drug addicts are dysfunctional and they are not likely to stay in the system."

But because no better set of information is available, some observers said, policymakers have no choice but to use the information collected by NIDA.

Mr. Anglin, of U.C.L.A., said federal policymakers should rely on a variety of statistics, including those collected about drug use among arrested criminals and patients admitted to hospital emergency rooms, rather than just the household survey.

"You cannot use a single criterion as a measure of success," he said.

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# Two Catholic Schools in Chicago Weigh Drug Testing

**By Mark Walsh**

School officials in the Archdiocese of Chicago say they will not interfere with plans by two Roman Catholic elementary schools to begin testing all students, teachers, and administrators for illegal-drug use.

If the two schools decided to proceed with their plans, "that would not be in conflict with our policies," said Brother Donald Houde, director of administrative affairs for the archdiocese.

But the archdiocese has declined to act on a widely publicized call for requiring such tests on a random basis throughout its 156,000-student school system, the largest Catholic district in the nation.

The pastors of the parishes that operate the two schools involved, Holy Angels School and St. Sabina School, made a plea for a systemwide requirement at a press conference this month attended by Chicago's archbishop, Cardinal Joseph Bernardin.

The pastors have led an anti-drug crusade in recent months that focused attention on the sale of drug paraphernalia in the Chicago area. The Illinois legislature recently banned the sale of such items, and the priests have vowed to keep a close watch in their South Side neighborhoods for violators of the law.

The Rev. Michael Pfleger, pastor of St. Sabina Catholic Church, said in an interview that he expected the school's board of directors to approve a drug-testing policy this week. A flier sent to parents of the school's 500 pupils yielded only two negative responses to the proposal and many positive ones, he said.

Father Pfleger said the school does not currently have a drug-abuse problem among its students or faculty. If tests show drug use by students, he said, they will be steered into counseling or else face dismissal from school.

"It is a drastic measure, and I realize that, but it is a drastic problem," he said. "This is not meant to catch, this is meant to prevent. I want it to be very clear to the students in our school how strongly we feel about it."

The other pastor, the Rev. George Clements of Holy Angels Church was unavailable for comment.

### Testing Uncommon

Drug testing has not had much support as an anti-drug-abuse tactic among Catholic schools nationwide, according to a spokesman for the National Catholic Educational Association.

Brother Houde of the Chicago Archdiocese said that providing education about drugs was preferable to mandatory testing.

But Father Pfleger said testing for drugs beginning in elementary school sends a message about the gravity of the drug threat.

"This is a societal problem," he said. "There should be testing in the city council, in the banks downtown, across the board."

The head of the Illinois chapter of the American Civil Liberties Union has said the group would probably not challenge the Catholic schools' testing policy because such plans by private institutions do not raise the constitutional questions posed by public-sector testing.

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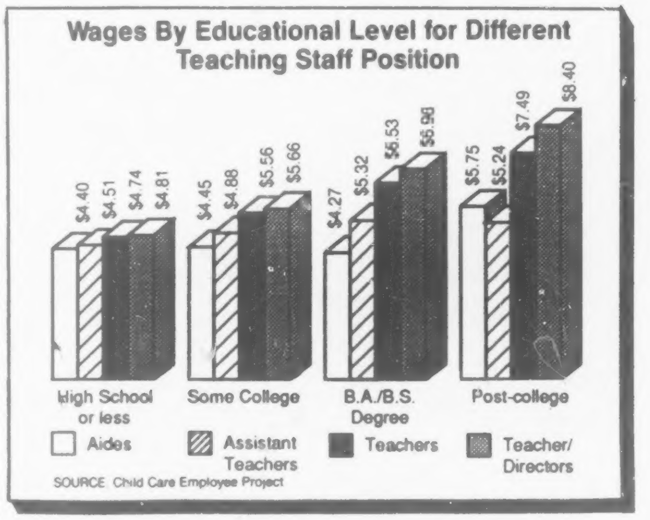

SOURCE Child Care Employee Project

# Study Finds Staff Turnover, Low Pay Plague Child Care

**By Deborah L. Cohen**

Low wages and high staff turnover are undermining the quality of care that children receive in child-care centers across the nation, a California-based advocacy group charges in a report being issued this week.

The study by the Child Care Employee Project, which experts say is the most comprehensive national inquiry of its kind in more than a decade, cites an "alarming decline" in salaries, despite increased levels of education and training among child-care staff.

The group, which specializes in child-care working conditions, also states that low wages have led to a tripling of staff turnover at child-care centers nationwide in the past decade, "posing a severe threat to the quality" of such facilities.

The study could add fuel to the debate over child-care legislation now heating up in the Congress. It concludes that of the workplace conditions likely to affect the quality of child-care programs, wages are "the most important predictor."

### Confirms Anecdotal Evidence

The study documents "what we've had anecdotal evidence about all along in terms of the severity of the problem," said Barbara A. Willer, a spokesman for the National Association for the Education of Young Children.

The "National Child-Care Staffing Study" is based on observations, interviews, and assessments of 227 child-care centers in Atlanta, Boston, Detroit, Phoenix, and Seattle. It was funded by a consortium of foundations, including the Ford Foundation, the Foundation for Child Development, and the Spunk Fund.

The report describing the study, "Who Cares? Child Care Teachers and the Quality of Care in America," states that child-care wages, when adjusted for inflation, fell by more than 20 percent over the past 10 years, with the average teacher now earning $5.35 an hour.

More than half of the assistant teachers and almost three-quarters of the teachers in the study had some college background, compared with fewer than half of the women in the civilian labor force.

But the study found that child-care teachers and aides earn less than half as much as "comparably educated" women, and less than one-third as much as comparably educated men.

According to the study, child-care teachers with some college background earn $9,293 per year on the average, while comparable women in the civilian labor force earn $19,369 and comparable men earn $29,251.

Staff turnover jumped from 15 percent in 1977 to 41 percent in 1988, states the report, which notes that staff members earning the lowest pay were twice as likely as the highest paid ones to quit their jobs.

The report found a correlation between the stability of centers' staffs and the quality of care provided to children.

Children in centers with higher turnover rates, for example, "spent less time engaged in social activities with peers," more time in "aimless wandering," and had lower vocabulary-test scores than did those in centers with more stable staffs.

The report also states that children attending "lower-quality" child-care centers and those with more teacher turnover were less competent in language and social development.

### Action in the Congress

Both the House and Senate versions of the proposed "act for better child-care services" would allow states to use funds to enhance workers' salaries.

The Senate would allow up to 22 percent of the $1.75-billion measure to support "quality improvement," which could include pay raises. The House version would earmark specific shares of funds for improving wages in various kinds of child-care programs. It would also require states to document improvements every four years in salaries and compensation in programs funded under the bill.

The report recommends promoting education and training for child-care teachers, adopting training and staff-child ratio standards at the federal and state levels, and developing industry standards for the work environment to "minimize the disparities" in working conditions at various child-care programs.

Compared with a decade ago, the report states, centers today receive less public aid, are less likely to be nonprofit, and care for larger numbers of infants. It found that "better-quality centers" were most often operated on a nonprofit basis, accredited by the N.A.E.Y.C., and located in states with strict rules governing such factors as adult-child ratios, group size, and staff training.

# WASHINGTON

## Cavazos Issues Call for National Study Of Problems Plaguing Indian Students

**By Peter West**

WASHINGTON—Charging that the education-reform movement has "yet to make a dent in the worrisome state of Indian education," Secretary of Education Lauro F. Cavazos last week called for a national study of the problems plaguing Native American students.

Addressing the 21st annual conference of the National Indian Education Association, Mr. Cavazos called for the formation of a task force of Native American citizens and educators to produce a study he dubbed "Indian Nations at Risk."

He said the proposed study would resemble "A Nation at Risk," the 1983 landmark study of American education that is credited with sparking a host of school reforms.

A spokesman for Mr. Cavazos was unable last week to provide any details about how the study would be funded or how the task force would be appointed.

The Secretary also called for a "federally directed information-gathering campaign" on Indian education, schools, and students.

"Frankly," he said in his Oct. 8 speech in Anchorage, "one of the biggest problems facing us today in Indian education is that there is much we do not know."

### 'Fallen Between the Cracks'

Mr. Cavazos said several reform tactics currently being pursued in the public schools would benefit Indian students.

For example, he said, school choice—one of the Bush Administration's educational priorities—is a "perfect fit" for improving the public schools off the reservations that serve the majority of Indian students. Students at those schools would also benefit from an emphasis on school-based management, he added.

But, he said, the national study he has proposed is necessary to help determine "what types of educational practices work best" for Indians.

"Native American youngsters have fallen between the cracks of our educational system with tragic consequences," Secretary Cavazos said.

> *"One of the biggest problems facing us today in Indian education is that there is much we do not know."*
>
> —Lauro F. Cavazos

As evidence, he cited figures showing that 11 percent of Indian sophomores at public and private schools were enrolled in special-education programs, compared with 9 percent of black students and 7 percent of Hispanic students.

Also, he said, while there are many estimates of the Indian dropout rate, "we have yet to establish an accurate figure."

Mr. Cavazos said his proposed study should focus on three broad topics: the Indian dropout rate, government programs affecting Indian education, and successful model programs that could be emulated nationwide.

"[We] do not know where to find successful Native Americans once they graduate," Mr. Cavazos said. Nor "do we have a complete overview of what types of educational styles there are among the tribally, culturally, and linguistically diverse Indian communities."

### 'Lack of Progress'

The Secretary's initiative comes at a time when federal, state, and local policymakers are focusing new attention on the educational difficulties faced by Native Americans.

AP Wide World Photos

For example:

- A Congressional conference committee this month expressed its concern over "the lack of progress in meeting education standards" in schools operated by the Bureau of Indian Affairs.

The conferees, in a report on the Interior Department's fiscal 1990 appropriations bill, called on the B.I.A. to report to the Congress by Nov. 1 on conditions in the schools.

A staff member for the appropriations subcommittee on the Interior said inaction at the Interior Depart-

Continued on Page 24

## Budget Bill Boosts Chapter 1 Spending 18%

**By Julie A. Miller**

WASHINGTON—The 1990 appropriations bill made public last week would increase the Education Department's budget to $24.1 billion and boost Chapter 1 spending by an unprecedented 18 percent.

The version of H R 2990 hammered out by House and Senate negotiators would provide $1.4 billion more than the department's 1989 budget, and $300 million more than the Administration requested.

It actually allots more for education than either of the bills originally passed by the House and Senate. That happened because conferees accepted the larger of the House and Senate amounts in many areas, including major ones like special education.

Since estimated costs for the Stafford student loan entitlement program are lower than in 1989, discretionary spending on education would increase by about $1.5 billion, or 9 percent, under the conference plan; discretionary spending in the bill as a whole would rise by only 5.7 percent.

"We are delighted with the $1.5-billion increase," said Susan Frost, executive director of the Committee for Education Funding.

Ms. Frost was particularly pleased with the Chapter 1 windfall, which she said would allow a million additional disadvantaged children to participate in the program.

She expressed disappointment, however, at a provision that delayed inclusion of part-time students in the Pell Grant program.

Chapter 1 would grow by $855 million under the bill, a figure that is less than the $1-billion hike recommended by the House but still unusually large.

Basic grants to school districts would rise by $500 million, while concentration grants to districts with large numbers of poor students would jump from $172.9 million to $400 million.

The conference report includes a provision guaranteeing each state at least $340,000 in concentration grants and $375,000 for program administration.

### More for Research, Impact Aid

Spending on education research also would receive a significant increase that, nonetheless, does not match the House allocation. It would rise from $78.2 million to $96.4 million.

Of that amount, $15 million is earmarked for the newly expanded National Assessment of Educational Progress, giving NAEP a $5.3-million hike. Other statistical programs would receive $25.3 million and the department's general research efforts $51 million.

The research budget also includes $5 million to aid the National Board for Professional Teaching Standards, an expenditure that would require authorizing legislation. The Administration strongly opposes funding the board.

Total funding for impact aid to districts affected financially by the presence of federal property or workers would increase by more than suggested in either the House or the Senate bill, rising from $708.4 million to $732.4 million.

The increase would benefit the most heavily impacted districts as well as those eligible for construction funds. Payments for "b" chil-

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# FEDERAL FILE

### A Bush appearance? ■ Cavazos Elementary ■ An uncertain position ■ Unusual reassurances

Education Department sources have been hinting for several weeks that President Bush may attend one of the six regional meetings on parental choice the department has scheduled for this fall.

When asked about the rumor last week at a press briefing, a spokesman for Secretary of Education Lauro F. Cavazos offered a careful response.

"The White House is aware of [the meetings], and it could happen. But there's certainly nothing definite about it right now," Mahlon Anderson said. "There certainly is White House interest, but no definite commitment."

■

The citizens of Odessa, Tex., recently honored Secretary Cavazos, a native of their state, by naming an elementary school after him.

According to a department spokesman, 800 students and teachers attended the Oct. 5 dedication ceremony, which featured an appearance by Mr. Cavazos.

Second-graders had prepared a presentation entitled "Who is Dr. Cavazos?" and an accompanying photo album for the Secretary.

Mr. Cavazos and his wife, Peggy, also received stuffed versions of the school's mascot, a cougar. That means, of course, that the school's teams will be the Cavazos Cougars.

In addition, the spokesman said, the country singer Rudy Gatlin, who "has taken a fondness to the Secretary," sang at the ceremony.

The school district also dedicated new elementary schools named for two other prominent Texans, Lyndon B. Johnson and former U.S. Representative Barbara Jordan.

■

Hours of debate in the House this month failed to establish whether the National Governors' Association has a unified position on child-care standards—and which child-care proposal best addresses it.

The House ultimately approved a child-care package that would require states to set standards. But not before proponents of substitute bills that would not require such rules tried to bolster their position by claiming gubernatorial opposition to a federal role in child-care regulation.

In an Oct. 3 letter to Representative E. Clay Shaw, Republican of Florida, N.G.A. Executive Director Raymond C. Scheppach backed a substitute measure offered by Mr. Shaw and Representative Charles W. Stenholm, a Texas Democrat.

"Only your bill is consistent with the governors' child-care policy," Mr. Sheppach stated.

On Oct. 4, however, Gov. Bill Clinton of Arkansas, who is designated one of the association's "lead governors" on the child-care issue, wrote a letter of his own to Representative Augustus F. Hawkins, the California Democrat who is chairman of the Education and Labor Committee.

He told Mr. Hawkins that "neither I nor to my knowledge any other Democratic governor authorized" a letter endorsing the Stenholm bill and added that he personally would support H R 3, the bill developed by Mr. Hawkins's panel, with some concessions on standards.

Mr. Scheppach told *Congressional Quarterly* that the wording in his letter to Mr. Stenholm was a mistake, and that it should not have said the Stenholm bill was the "only" one consistent with N.G.A. policy.

But that did not satisfy nine Democratic governors who wrote an Oct. 4 letter to House Speaker Thomas S. Foley stating that even the corrected version of Mr. Scheppach's letter "does not represent the views of many governors."

Mr. Scheppach wrote again to all governors Oct. 4, noting that for the past year "the lead governors on child care" had lobbied for a bill with no federal mandates, and outlining the mandates in H R 3.

■

House leaders were so concerned that church-state issues would derail the child-care package that they took the unusual step of assuring members that they would make concessions to the Senate.

The majority leader, Richard A. Gephardt of Missouri, circulated a letter to that effect shortly before the vote on the child-care provisions, which include language barring religious institutions from using federal child-care aid for sectarian worship or instruction.

The Senate's bill would let parents use child-care vouchers for religious child care.

House leaders spoke with every Democratic member, "and the message that came through loud and clear was that it was that issue that was giving a lot of members a real problem," an aide said, calling it "a make-or-break issue."

But Michael Edwards, manager of Congressional relations for the National Education Association, claimed that an N.E.A. vote tally showed that the leadership's move was unnecessary.

"The decision to circulate this letter was motivated much more by staving off the appearance of another floor defeat than with the substantive outcome of this issue," he said.

Mr. Hawkins has not agreed to yield on the church-state issue, an aide said, but "he recognizes that he's going to have to do some compromising."

—J.M., D.C., & P.W.

# Budget Bill Would Increase Spending on Chapter 1 18%

*Continued from Page 21*

dren, whose parents either live or work on federal property, would be cut from $135.4 million to $123.5 million. The Administration has long sought to eliminate those payments, and the Senate would have cut them further, to $110 million.

Two new programs would be funded for the first time by the bill. Secondary-school basic-skills programs, authorized by last year's omnibus education law, would receive $5 million, and a program to foster business-education partnerships, included in the 1987 trade bill, would receive $3.75 million.

### Bush Initiatives

A few programs would lose buying power under the bill, including some student-aid programs, the Women's Educational Equity Act, and aid to the Virgin Islands. The blue-ribbon-schools program, an Administration favorite, would be slashed from $889,000 to $500,000.

The Chapter 2 block-grant program would be frozen at about $463 million, with $1.5 million reserved for an evaluation of its effectiveness.

The bill would allow the Education Department to devote $175 million to two of President Bush's education initiatives—merit schools and a new magnet-schools program—if they are authorized. But the money would have to be transferred from Chapter 1, a move that would not be popular.

Conferees cut $5 million the House would have provided for another Bush initiative, research funding for "education experiments."

The Administration is also not likely to be pleased with provisions that earmark much of the Secretary's discretionary fund for technology, computer, and health education, and require that increased funding for bilingual education be devoted to "developmental" programs, which the Administration has refused to fund.

### 'Accounting Gimmicks'

The conferees did not arrive at their relatively high education-spending totals solely by providing smaller increases for other agencies funded by the same bill.

"This bill contains more accounting gimmicks than any I've seen," said one budget aide.

They employed creative accounting to avoid exceeding limits on the bill's budgetary totals, particularly its total outlays, or the money to actually be spent in fiscal 1990.

For example, the bill specifies that, of some $1.2 billion allotted for an array of school-improvement programs, $899 million would not be available until July 1990. This ensures that most of the money would not be spent until fiscal 1991.

That technique was applied mainly to non-education programs. Most education programs are structured to spend most of their money long after it is appropriated.

In a similar vein, the bill "saved" $555 million in payments to states coping with newly legalized immigrants under the 1986 immigration law by transferring the appropriation from fiscal 1990 to fiscal 1992.

That move is sure to be controversial in affected states, where officials have complained that such funding, which pays for education expenses as well as other social services, is insufficient.

The conferees also "assumed" a $4-million savings in the bill as a whole, due to "improved procurement practices," and a $10-million reduction that supposedly would be achieved by capping the amount of work agencies could contract out to consultants. Some $3.8 million of the consultant savings are to come from the Education Department.

The House approved the conference report last week by a vote of 364 to 56, and the Senate is expected to follow suit. However, the appropriations bill is not entirely out of the woods yet.

White House spokesmen last week said President Bush might [illegible] it to block new language allowing federally funded abortions for victims of rape and incest.

Its funding levels could also be cut to fund anti-drug programs. The Senate has adopted a provision that would employ an across-the-board cut in other discretionary programs to fund the anti-drug package, but it is unclear what shape the final funding mechanism will take.

In addition, the Congress appeared likely last week to miss its Oct. 16 deadline for action on the budget, which would trigger across-the-board cuts under the Gramm-Rudman-Hollings deficit-reduction law. Those cuts would be reversed once the Congress acted.

Most appropriations bills have been passed or are nearing final passage, but the Congress has stalled on the other component of its budget legislation: a "reconciliation" bill intended to save money through legislative changes in programs.

As usual, reconciliation has become the vehicle for a smorgasbord of provisions. Among the most controversial items in the House-passed bill are a cut in the capital-gains tax pushed by the Administration and competing child-care programs.

Lawmakers continued negotiations late last week on the possibility of acting on a stripped-down bill. The Senate, meanwhile, prepared to consider its own reconciliation measure.

## DATABANK

# Conference Agreement on 1990 E.D. Budget

| | | FY 1990 | | | |
|---|---|---|---|---|---|
| | FY 1989 Comparable | Administration Request | House Bill | Senate Bill | Conference Agreement |
| | | | (in thousands) | | |
| **COMPENSATORY EDUCATION FOR THE DISADVANTAGED** | | | | | |
| Grants for the Disadvantaged (Chapter 1): | | | | | |
| Grants to local educational agencies: | | | | | |
| Basic grants | $3,853,200 | $3,900,000 | $4,461,300 | $4,200,000 | $4,427,250 |
| Concentration grants | 172,900 | 262,988 | 495,700 | 300,000 | 400,000 |
| Capital expenses for private-school students | 19,760 | 19,760 | 30,000 | 22,000 | 26,000 |
| Even start | 14,820 | 14,820 | 30,000 | 19,000 | 24,500 |
| State agency programs: | | | | | |
| Migrant | 271,700 | 280,938 | 290,938 | 280,938 | 285,938 |
| Handicapped | 148,200 | 148,200 | 148,200 | 148,200 | 148,200 |
| Neglected and delinquent | 31,616 | 34,778 | 34,778 | 31,616 | 33,197 |
| State administration | 40,508 | 40,508 | 54,609 | 40,508 | 50,797 |
| State program improvement | 5,686 | 7,557 | 13,652 | 10,000 | 12,699 |
| Evaluation and technical assistance | 7,904 | 12,000 | 12,000 | 12,000 | 12,000 |
| Rural technical-assistance centers | 3,952 | — | — | 6,000 | 4,500 |
| **Total, Chapter 1** | **4,570,246** | **4,721,549** | **5,571,177** | **5,070,262** | **5,425,081** |
| Migrant education: | | | | | |
| High-school-equivalency program | 7,410 | 7,410 | 7,410 | 8,500 | 7,955 |
| College assistance migrant program | 1,462 | 1,482 | 1,482 | 2,000 | 1,741 |
| Merit schools, proposed legislation | — | 250,000 | — | — | — |
| Magnet schools of excellence, proposed legislation | — | 100,000 | — | — | — |
| **TOTAL** | **4,579,136** | **5,080,441** | **5,580,069** | **5,080,762** | **5,434,777** |
| **IMPACT AID** | | | | | |
| Maintenance and operations: | | | | | |
| Payments for 'a' children | 558,220 | 578,316 | 573,316 | 580,000 | 578,500 |
| Payments for 'b' children | 135,356 | — | 125,000 | 110,500 | 123,500 |
| Payments for federal property (Section 2) | 14,820 | 15,354 | 15,354 | 15,354 | 15,354 |
| Disaster assistance (Section 7) | — | 10,000 | — | — | — |
| Construction | 24,700 | 25,590 | 25,590 | 26,000 | 14,998 |
| **TOTAL** | **733,096** | **629,260** | **739,260** | **731,854** | **732,352** |
| **SCHOOL-IMPROVEMENT PROGRAMS** | | | | | |
| Educational improvement partnerships (Chapter 2): | | | | | |
| State block grants | 462,977 | 477,218 | 461,477 | 461,477 | 461,477 |
| Evaluation | — | 1,500 | 1,500 | 1,500 | 1,500 |
| National Programs: | | | | | |
| National Diffusion Network | 11,066 | 11,200 | 11,200 | 13,000 | 13,000 |
| Inexpensive book dist. (inc. RIF) | 8,396 | 8,684 | 8,684 | 10,000 | 8,684 |
| Arts in education | 3,458 | 3,582 | 3,582 | 3,900 | 3,900 |
| Law-related education | 3,952 | 3,952 | 5,000 | 4,000 | 5,000 |
| Blue-ribbon schools | 889 | 1,100 | 1,000 | 1,000 | 500 |
| **Total, Chapter 2** | **490,746** | **507,236** | **492,443** | **494,877** | **494,061** |
| Drug-free schools and communities: | | | | | |
| State grants | 287,730 | 297,513 | 296,685 | 319,194 | 296,685 |
| Teacher training | 7,000 | 7,238 | 7,238 | 7,500 | 7,238 |
| National programs[1] | 59,770 | 66,802[2] | 61,630 | 66,306 | 61,630 |
| National Commission on Drug-Free Schools | — | — | 1,000 | 1,000 | 1,000 |
| Strengthening teaching and administration: | | | | | |
| Mathematics and science education | 137,332 | 142,001 | 100,000 | 154,000 | 137,332 |
| Fund for the improvement and reform of schools and teaching | | | | | |
| Grants for schools and teachers | 3,952 | 3,952 | 3,952 | 6,000 | 3,964 |
| Family-school partnerships | 1,976 | 1,976 | 1,976 | 5,000 | 4,500 |
| Alternative teacher/principal certification, proposed legislation | — | 25,000 | — | — | — |
| Presidential awards for excellent teachers, proposed legislation | — | 7,600 | — | — | — |
| Territorial teacher training | 1,976 | 1,568 | 1,560 | 2,000 | 1,784 |
| Leadership in Ed. Administration (LEAD) | 4,306 | 3,894 | 3,894 | 3,894 | 3,894 |
| Christa McAuliffe fellowships | 1,892 | 1,956 | 1,956 | 1,956 | 1,956 |
| Other school-improvement programs: | | | | | |
| Magnet schools assistance | 113,620 | 114,620 | 114,620 | 114,620 | 114,620 |
| Fund for innovation in education | 11,150 | 15,678 | 20,678 | 15,678 | 18,178 |
| Javits gifted and talented education | 7,904 | 7,904 | 7,904 | 10,000 | 9,000 |
| Education of homeless children and youth | 4,834 | 7,498 | 7,498 | 6,988 | 7,498[3] |
| Women's educational equity | 2,948 | — | 2,949 | 1,300 | 2,125 |
| Training and advisory services (Civil Rights IV-A) | 23,443 | 23,443 | 23,443 | 20,000 | 21,722 |
| Dropout-prevention demonstrations | 21,736 | — | — | — | — |
| Secondary basic-skills demonstrations | — | — | — | 10,000 | 5,000 |
| Business-education partnerships | — | — | — | 7,500 | 3,750 |
| General assistance to the Virgin Islands | 4,730 | 4,801 | 4,801 | 4,000 | 4,446 |
| Ellender fellowships | 3,458 | — | 4,000 | 3,500 | 3,750 |
| Follow through | 7,262 | — | 7,262 | 7,262 | 7,262 |
| Star schools | 14,399 | — | — | 20,000 | 15,000 |
| Native Hawaiian Education Act | 4,940 | — | 4,940 | 8,000 | 6,500 |
| **TOTAL** | **1,217,988** | [illegible] | **1,178,807** | [illegible] | [illegible] |
| **BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION** | | | | | |
| Bilingual programs | 110,761 | 115,797 | 120,797 | 110,761 | 115,779 |
| Support services | 10,772 | 10,903 | 10,903 | 10,772 | 10,838 |
| Training grants | 30,413 | 30,413 | 32,413 | 31,413 | 31,913 |
| Immigrant education | 29,640 | 30,648 | 30,648 | 29,640 | 30,144 |
| **TOTAL** | **181,586** | **187,761** | **194,761** | **182,586** | **188,674** |
| **EDUCATION FOR THE HANDICAPPED** | | | | | |
| State grants: | | | | | |
| Grants to states, general | 1,475,449 | 1,525,614 | 1,564,017 | 1,554,000 | 1,564,017 |
| Preschool grants | 247,000 | 247,000 | 252,000 | 255,000 | 255,000 |
| Grants for infants and families | 69,831 | 72,206 | 77,206 | 80,624 | 80,624 |
| Special-purpose funds: | | | | | |
| Deaf-blind and other severely handicapped projects | 19,486 | 19,486 | 19,486 | 20,757 | 20,667 |
| Seriously emotionally disturbed | — | — | — | 2,000 | — |
| Early-childhood education | 23,147 | 23,147 | 23,147 | 24,098 | 24,098 |
| Secondary and transitional services | 7,284 | 7,284 | 7,284 | 8,500 | 8,100 |
| Postsecondary programs | 5,770 | 5,779 | 5,770 | 8,770 | 8,600 |
| Innovation and development | 17,026 | 17,026 | 17,026 | 21,026 | 20,100 |
| Media and captioning services | 13,403 | 13,403 | 15,000 | 15,403 | 15,403 |
| Special-education technology | 4,730 | 4,730 | 4,730 | 5,500 | 5,500 |
| Special studies | 3,594 | 3,594 | 3,594 | 1,000 | 3,594 |
| Special-ed. personnel development[6] | 67,096 | 67,096 | 67,096 | 79,000 | 71,985 |
| Recruitment and information clearinghouses | 1,135 | 1,135 | 1,136 | 1,500 | 1,500 |
| Regional resource centers | 6,338 | 6,338 | 6,338 | 6,800 | 6,800 |
| **TOTAL** | [illegible] | **2,013,827** | [illegible] | [illegible] | [illegible] |

## Footnotes

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[1] Includes $500,000 for innovative alcohol-abuse programs under sec. 4607

[2] Figure for administration request includes $25 million in proposed legislation for urban emergency grants

[3] Figure for conference agreement includes $250,000 in advance funding for fiscal year 1991

[4] Includes parent training

[5] Figures for house bill and conference agreement include $15 million for comprehensive head-injury grants

[6] Excludes amounts related to credit reform and proposed legislation totaling $167.9 million

[7] Figures for senate bill and conference agreement include $5 million for the National Board for Professional Teaching Standards

[8] Additional $3 million is proposed for later transmittal

[9] Administered by the Department of Health and Human Services

[10] Programs administered by the Department of Labor

[11] Included in appropriations bill for the Interior Department

[12] Included in appropriations bill for housing and independent agencies, which has not yet been considered by a conference committee

SOURCE: Conference [illegible]

| | FY 1989 Comparable | FY 1990 Administration Request | FY 1990 House Bill | FY 1990 Senate Bill | FY 1990 Conference Agreement |
|---|---|---|---|---|---|
| | | | *(in thousands)* | | |
| **REHABILITATION SERVICES AND HANDICAPPED RESEARCH** | | | | | |
| Rehabilitation services state grants | | | | | |
| Vocational rehabilitation state grants | 1,455,000 | 1,510,900 | 1,502,123 | 1,550,000 | 1,550,000 |
| Supported employment state grants | 27,227 | 27,868 | 27,868 | 27,976 | 27,976 |
| Client assistance | 7,775 | 7,959 | 7,959 | 8,000 | 8,000 |
| Service and demonstration projects | | | | | |
| Special demonstration program[5] | 17,200 | 16,994 | 31,994 | 17,674 | 32,674 |
| Supported employment projects | 9,520 | 9,406 | 9,406 | 10,000 | 10,000 |
| Model transition grants | 475 | — | — | — | — |
| Recreational programs | 2,620 | — | 2,589 | 2,620 | 2,620 |
| Migratory workers | 1,100 | 1,087 | 1,087 | 1,100 | 1,100 |
| Projects with industry | 17,350 | 17,142 | 17,142 | 19,000 | 19,000 |
| Helen Keller National Center | 4,900 | 4,841 | 4,841 | 5,000 | 5,000 |
| Independent living | | | | | |
| Comprehensive services | 12,678 | 12,977 | 12,977 | 13,100 | 13,100 |
| Centers | 26,000 | 25,688 | 25,688 | 27,000 | 27,000 |
| Services for older blind | 5,700 | 5,632 | 5,632 | 5,900 | 5,900 |
| Training | 30,500 | 30,134 | 30,134 | 31,500 | 31,500 |
| National Institute on Disability and Rehabilitation Research | 53,525 | 52,883 | 52,883 | 55,000 | 55,000 |
| Technology assistance | 5,150 | 10,650 | 10,650 | 15,000 | 15,000 |
| Evaluation | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 |
| **TOTAL** | **1,673,220** | **1,735,161** | **1,743,973** | **1,789,870** | **1,804,870** |
| **VOCATIONAL AND ADULT EDUCATION** | | | | | |
| **Vocational education:** | | | | | |
| **New program, proposed legislation** | **—** | **942,239** | **—** | **—** | **—** |
| **Basic grants** | **831,566** | **—** | **860,000** | **867,870** | **862,536** |
| **Community-based organizations** | **8,892** | **—** | **9,200** | **12,000** | **11,000** |
| **Consumer and homemaking education** | **33,118** | **—** | **34,300** | **35,000** | **34,650** |
| **State councils** | **7,904** | **—** | **8,200** | **7,904** | **8,052** |
| **National programs** | **26,005** | **—** | **26,639** | **19,465** | **23,333** |
| **Bilingual vocational training** | **3,771** | **—** | **3,900** | **—** | **3,000** |
| **Adult education** | **162,210** | **172,665** | **208,796** | **184,000** | **197,970** |
| **TOTAL** | **1,073,496** | **1,114,904** | **1,151,035** | **1,126,239** | **1,136,040** |
| **STUDENT FINANCIAL ASSISTANCE** | | | | | |
| Pell grants | 4,483,915 | 5,436,000 | 4,740,000 | 4,740,000 | 4,871,000 |
| Guaranteed student loans[6] | 4,066,828 | 3,826,314 | 3,651,000 | 3,826,314 | 3,826,314 |
| Supplemental educational opportunity grants | 437,972 | 452,863 | 452,863 | 490,000 | 465,000 |
| Work-study | 610,097 | 610,097 | 610,097 | 615,000 | 610,097 |
| Income-contingent loans | 4,940 | 20,000 | 10,000 | 10,000 | 10,000 |
| Perkins' loans: | | | | | |
| Federal capital contributions | 183,507 | — | 137,000 | 147,000 | 137,000 |
| Loan cancellations | 22,000 | 22,000 | 22,000 | 22,000 | 22,000 |
| State student incentive grants | 71,889 | — | 50,000 | 72,000 | 60,000 |
| **TOTAL** | **9,881,148** | **10,367,274** | **9,672,960** | **9,922,314** | **10,001,411** |
| **HIGHER-EDUCATION PROGRAMS** | | | | | |
| **TOTAL** | **586,729** | **558,037** | **634,876** | **625,911** | **632,736** |
| **COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS** | | | | | |
| **TOTAL** | **31,315** | **5,129** | **35,129** | **5,129** | **35,129** |
| **EDUCATION RESEARCH AND STATISTICS** | | | | | |
| **Education research[7]** | **47,079** | **50,960** | **57,010** | **55,100** | **56,056** |
| **Statistics** | **21,736** | **25,320** | **25,320** | **25,320** | **25,320** |
| **National Assessment of Educational Progress (NAEP)** | **9,386** | **12,050** | **13,000** | **15,000** | **15,000** |
| **Education achievement experiments** | **—** | **13,000** | **5,000** | **—** | **—** |
| **TOTAL** | **78,201** | **101,330** | **100,330** | **95,420** | **96,375** |
| **LIBRARIES** | | | | | |
| Proposed legislation: | | | | | |
| Services to the disadvantaged | — | 91,000 | — | — | — |
| Resource sharing | — | 45,000 | — | — | — |
| Research and assessment | — | 1,200 | — | — | — |
| Public libraries: | | | | | |
| Services | 81,009 | — | 81,009 | 84,000 | 82,505 |
| Construction | 22,324 | — | — | 23,000 | 18,900 |
| Interlibrary cooperation | 19,102 | — | 19,102 | 20,000 | 19,551 |
| Training and demonstrations | 703 | — | 709 | 1,000 | 855 |
| Research libraries | 5,675 | — | 5,675 | 5,800 | 5,738 |
| Library literacy programs | 4,730 | — | 4,730 | 6,000 | 5,365 |
| College library technology | 3,651 | — | 3,651 | 3,812 | 3,732 |
| **TOTAL** | **137,200** | **137,200** | **114,876** | **143,612** | **136,646** |
| **PAYMENTS TO SPECIAL INSTITUTIONS** | | | | | |
| **American Printing House for the Blind** | **5,335** | **5,537** | **5,537** | **5,942** | **5,740** |
| **National Technical Institute for the Deaf** | **33,326** | **36,553** | **35,553** | **37,553** | **36,553** |
| **Gallaudet University** | **65,998** | **68,850** | **68,350** | **68,850** | **68,600** |
| **Howard University** | **178,973** | **184,904** | **184,904** | **178,928** | **182,446** |
| **TOTAL** | **283,632** | **294,844** | **294,344** | **291,273** | **293,339** |
| **DEPARTMENTAL MANAGEMENT** | | | | | |
| Program Administration[8] | 250,464 | 279,446 | 269,946 | 280,646 | 274,946 |
| Office for Civil Rights | 41,635 | 45,178 | 45,178 | 45,178 | 45,178 |
| Office of the Inspector General | 18,619 | 22,000 | 22,000 | 23,381 | 23,381 |
| **TOTAL** | **310,718** | **346,624** | **337.124** | **349,205** | **343,505** |
| **CONSULTANT SAVINGS** | **—** | **—** | **—** | **—** | **-3,900** |
| **TOTAL, EDUCATION DEPARTMENT** | **$22,708,836** | **$23,624,862** | **$23,833,191** | **$23,716,836** | **$24,153,175** |
| **EARLY-CHILDHOOD PROGRAMS[9]** | | | | | |
| Head Start | 1,236,000 | 1,405,000 | 1,400,000 | 1,405,000 | 1,405,000 |
| Comprehensive child-development centers | 19,760 | — | — | — | — |
| **JOB TRAINING PARTNERSHIP ACT[10]** | | | | | |
| **Summer youth programs** | **709,433** | **709,433** | **709,433** | **709,433** | **709,433** |
| **Job corps** | **741,826** | **761,624** | **816,463** | **815,424** | **813,000** |
| **INDIAN EDUCATION[11]** | | | | | |
| Education Department programs | 71,553 | 74,168 | 74,149 | 74,149 | 74,149 |
| Bureau of Indian Affairs programs, including B.I.A. schools | 268,503 | 270,150 | 285,503 | 284,415 | 287,384 |
| **NATIONAL SCIENCE FOUNDATION[12]** | | | | | |
| **Science and engineering education** | **171,000** | **198,000** | **210,000** | **200,000** | **N/A** |
| **ASBESTOS ABATEMENT[12]** | | | | | |
| (Environmental Protection Agency) | 47,000 | — | 47,500 | 52,000 | N/A |

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A 500 word submission will be required by December 15, 1989.

50 awards of $1,000 each will be made by February 1.

* Attention Principals/Administrators: Please pass this on to any of your star teachers.

This Week's Forum: Page 26

# EDUCATION WEEK

American Education's Newspaper of Record

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## Drug-Exposed Children Pose Special Problems

### 'School Systems Are Not Ready To Deal With It'

**By Debra Viadero**

Debra Viadero/Education Week

A teaching assistant in a program for drug-exposed youngsters comforts a child.

Los Angeles—Watching the 4-year-old leave the school bus, Vicky Ferrara could tell that something was wrong.

The boy was agitated. He leaped to a bench, then onto a nearby wall. A word with the bus driver disclosed that he had also misbehaved on the way to school.

What could have been a small, familiar vignette for most preschool teachers became then, for Vicky Ferrara, cause for gentle probing and extra emotional support.

Hers is a special preschool class, a pilot program serving some of this city's youngest drug victims: the children of drug-using mothers. And here, even the smallest event can take on layers of added significance.

In this boy's case, the agitation had been prompted, Ms. Ferrara learned, by a morning spat with his foster mother. "That's why I didn't want to come to school," he admitted.

As a baby, the boy had been abandoned for stretches that could last from two hours to two days while his natural mother searched for drugs. Even in his current, loving home environment, Ms. Ferrara said, he is still afraid he will not find a mother at home when he returns—especially if he has made her angry.

The boy's anguish was easily soothed this day with a reassuring telephone call to his foster mother. But Vicky Ferrara wonders whether others among the estimated 375,000 children born each year to

Continued on Page 10

## Cavazos Couples Parental Choice, Site Management

### Two Reform Strategies Given Equal Backing

**By William Snider**

New York City—Secretary of Education Lauro F. Cavazos last week called school-based management an essential supplement to parental choice, indicating for the first time that he considers the two reform strategies of equal importance in efforts to improve schools.

Teachers and principals should also be allowed to choose or create distinctive schools, the Secretary said, so that parents and students can have meaningful choices among differing educational approaches.

The remarks came during the first of five regional meetings that Secretary Cavazos has called to further the national debate on parental choice, a term he defines broadly to encompass a wide variety of models and philosophies.

Education Department officials described the Secretary's statements as an "evolution" in his thinking, rather than a substantive shift in direction.

By emphasizing the coupling of choice and school-based management, however, Secretary Cavazos appeared to move closer to the views of many liberal proponents of choice. Such advocates argue that choice could allow diverse approaches to education to thrive, and could ensure that students would be able to find a school that meets their unique needs.

Conservative proponents of choice, on the other hand, typically stress the benefits of free-market forces in education, and place greater emphasis on competition based on quality, rather than diversity.

The shift, however, did little to mute criticism of Mr. Cavazos' choice initiative.

Representative Augustus F. Hawkins, one of the leading opponents of federal efforts to promote choice, last week launched a counteroffensive from Washington, D.C.

Mr. Hawkins, the California Democrat who chairs the House Education and Labor

Continued on Page 21

DEPARTMENT OF EDUCATION

Secretary Cavazos addresses regional meeting on parental choice last week.

## States' Improvement On Education Goals Called 'Only Modest'

**By Robert Rothman**

States have made "only modest" progress toward achieving the goals set forth in *A Nation at Risk*, the landmark 1983 document that helped spur the school-reform movement, a forthcoming report by a federally funded research center contends.

The report, expected to be released late this month, also partially debunks the notion that state efforts turned, in mid-decade, toward a so-called "second wave" of reform seeking school-based solutions to the question of quality, rather than merely increased requirements.

"It is true that high-school curricula are [now] more academically oriented, standards for the teaching profession are more selective, teachers' salaries are higher, and state and local governments have boosted educational funding," the report says. "But doubts still linger about the rigor and challenge of some of the new courses in academic subjects, the impact of reform on at-risk students, the quality of teachers and teaching, and the equitable funding of schools."

Moreover, it adds, schools lack adequate indicators to measure progress, and some controversial reforms, such as career ladders and merit pay for teachers, "have not been widely adopted."

Despite its assessment of limited success,

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## 'Explosive' Data Confirm Prediction: AIDS Is Spreading Among Teenagers

**By Ellen Flax**

New federal statistics appear to substantiate a warning sounded often by public-health experts over the past several years: The AIDS virus is spreading rapidly among teenagers.

Between July 1988 and August 1989, the number of teenagers with AIDS jumped by 43 percent, according to the Centers for Disease Control.

As of this month, 421 cases of AIDS among 13- to 19-year-olds had been reported to the C.D.C. That number, health officials emphasize, includes only teenagers who have actually developed the disease, not those who have been infected by the human immunodeficiency virus but show no signs of illness.

What is especially disquieting, experts with federal and private agencies agree, is the evidence that many adolescents, both boys and girls, are engaging in behavior that puts them at potentially high risk.

"The explosive spread of the virus among heterosexuals that health officials warned about is becoming a reality among adolescents," said Warda Wigfall-Williams, director of the initiative on adolescents, AIDS, and H.I.V. at the private Center for Population Options, which released a report on the

Continued on Page 12

## Gesell Institute Is Facing Uncertain Future In Wake of Budget Woes, Testing Questions

**By Deborah L. Cohen**

One of the venerable names in the child-development field is facing an uncertain future in the wake of steep financial losses and controversies surrounding the methods it pioneered for assessing school "readiness."

The Gesell Institute of Human Development, which for decades has offered a comprehensive training and assessment program stressing the physical, social, and emotional development of the child, has pared back its operations to a core group of services, according to officials.

In the past year and a half, the institute has eliminated most of its clinical services and cut its full-time professional staff from about 47 to 9, with five of those remaining expected to depart by early next year.

Gesell also has eliminated its holistic-medicine and nutrition departments and is phasing out its vision and psychological services.

The institute had a $422,000 deficit for the 1988 fiscal year, and the two buildings that house its New Haven, Conn., headquarters

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## Also in the news

4 **Raid in Anchorage**
School officials say police acted like "Rambo" in searching district files for evidence in an abuse case.

5 **'Time for Some Action'**
A $10-million effort by the Ford Foundation aims to improve math teaching for at-risk middle-school pupils.

18 **Home-Washington Nexus**
Education groups are finding that some of their most effective Capitol Hill lobbyists are not professionals.

## IN SUMMARY

**Desegregating DeKalb Schools**
Officials in DeKalb County, Ga., must take further steps—such as implementing a mandatory-busing plan—to end the segregation of their schools, a federal appeals panel has ruled. **Page 6.**

**Blacks' Status Assessed**
A panel on the status of black Americans last week urged the courts to hold state governments responsible for the prompt desegregation of school districts. **Page 7.**

**Chicago's Choice**
Ted D. Kimbrough, the superintendent of a small urban district in California, has been chosen after a yearlong search to head the troubled Chicago public-school system. **Page 9.**

**Arkansas's Special Session**
The state's special legislative session won't be taking up Gov. Bill Clinton's proposal to increase the sales tax to fund teacher pay raises and other educational improvements. **Page 15.**

**'Amateurs' on the Hill**
Some of the most effective education lobbyists on Capitol Hill are the "amateurs" that national associations bring in to work the halls of Congress to influence legislation. **Page 18.**

**Only a Paper Loss?**
Last week the U.S. Education Department lost $949 million from its budget—at least on paper—when the Congress failed to meet its deadline for completing action on the fiscal 1990 budget. **Page 18.**

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**FORUM**
A Longer Year vs. A Year-Round School Schedule
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# ACROSS THE NATION

## NATIONAL

### N.C.A.A. To Consider Proposal For New Nonathletic Scholarships

The National Collegiate Athletic Association will consider proposals to allow athletes who do not meet certain academic requirements to receive nonathletic, need-based scholarships.

A series of proposals adopted by the N.C.A.A.'s Presidents' Commission during a meeting earlier this month in Kansas City, Mo., would drastically shorten spring football practice, shorten the basketball season by a month, and reduce by three the number of basketball games played each season.

The package of recommendations also includes a proposal to provide nonathletic scholarships to first-year student-athletes who want to attend summer school, according to James A. Marchiony, an N.C.A.A. spokesman.

The commission also agreed to place a proposal before its general membership that would require all Division I and II members to disclose their graduation rates in all sports.

In addition, the commission agreed to begin reporting the graduation rates of students in football and basketball programs by race.

The scholarship proposals were seen as concessions to critics of Proposition 42, a rule passed last January that denies aid to student-athletes who fail to meet minimum academic requirements.

N.C.A.A. members are expected to vote on the proposals at the organization's annual convention in January, Mr. Marchiony said.

■ **A task force of sports administrators and coaching educators is working to establish a National Coaching Education Association to heighten the professional status of their field.**

The new task force was created last month at a conference sponsored by the U.S. Olympic Committee and the American Coaching Effectiveness Program, a for-profit organization dedicated to coaching education.

The task force is made up of one representative from each of five coaching education programs and a total of eight representatives from colleges and universities, secondary schools, community-based youth-sports organizations, and the U.S. Olympic National Governing Bodies, according to the A.C.E.P..

Don Sparks, assistant director of the National Federation of State High School Associations, has been selected as the ex officio chairman of the task force.

## STATES

### Court Rules Judge Must Pick School for Children of Divorce

When divorced parents with joint child custody disagree on how their child should be educated, a trial court must make a decision based on "the child's best interests," the Minnesota Court of Appeals has ruled.

The court reversed an earlier ruling in which a trial court sided with a man who contended that his child should be educated in a public school rather than at home, where his former wife planned to teach the child. The trial court agreed with the father's argument that the child would be better served by attending school outside the home.

But a three-judge panel of the state appeals court ruled unanimously this month that it is up to the trial court to choose the best school for the child.

Although a 1978 state law established the right of a parent with custody to determine the child's upbringing, including education, the panel said the statute was superseded by a 1981 law. The newer law requires the trial court to make a decision "in the child's best interests" when divorced parents with joint custody disagree on their children's education, health care, or religious training.

"Justice in the case cannot be achieved through any alternative presumption in favor of either joint custodian," the panel stated.

■ **The Ohio Education Association provided sufficient financial information to meet constitutional requirements when it tried to collect fees from nonunion teachers two years ago**, a federal appeals court has ruled.

Six teachers in two school districts sued the association in 1987, claiming that the union had violated their First Amendment rights by not disclosing adequate information before collecting a fee for representing them.

A lower court ruled in favor of the union in November 1988. Earlier this month, the U.S. Court of Appeals for the 6th Circuit concurred. It ruled that the local unions had met their obligation by providing the association's audited financial statement, a supplemental statement detailing expenses charged and not charged to nonmembers, a copy of its 1987-88 budget, and copies of the audited financial statement and supplemental schedule of the National Education Association, with which the O.E.A. is affiliated.

## *Howling About Halloween*

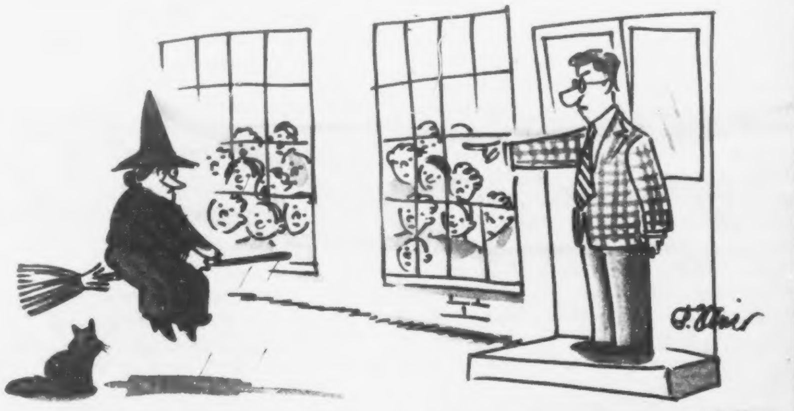
"Halloween," says Will Irby, "is definitely not my favorite holiday."

It's not that the Levy County, Fla., schools superintendent is naturally opposed to celebrating the feast day of ghouls and goblins. It's just that parents in his district who have complained that Halloween is a manifestation of witchcraft have sapped him of his festive spirit.

"We have constituents in the district with strong concerns about their rights being violated by the celebration of Halloween in our schools," Mr. Irby says.

Rather than face a legal challenge from the parents, who believe that witchcraft is a religion, Mr. Irby decided to ban observance of the holiday and its accompanying rituals in the schools. He sent a memorandum to teachers and school administrators late last month asking schools to "be very sensitive to these concerns and the possible legal ramifications."

Several years ago, district schools abandoned Halloween parties in favor of so-called "fall festivals," Mr. Irby says. But students and teachers continued to dress up as witches, ghosts, and ghouls, and Halloween traditions persisted.



Peter Steiner

So Mr. Irby also asked school employees not to display decorations or don Halloween costumes lest these rituals be viewed as paying homage to witchcraft, and result in charges that the schools are violating the constitutional guarantee of separation of church and state.

But angry Halloween loyalists have sent him bundles of mail seeking to edify him on the traditions and history of the holiday. "I could be a Halloween expert at this point," Mr. Irby laments.

Mr. Irby is not alone. School officials in Maryland and Texas have similarly found themselves haunted by the Halloween issue this year. Several schools in Frederick County, Md., have canceled Halloween parties, and the school board of Harlingen, Tex., has appointed a committee to study the issue after a parent complained that Halloween is a "satanic holy day."

But in the end, Mr. Irby concedes, the decision of how to observe—or not observe—Halloween at the school fall festivals is one for each community and individual family to make. It is simply "a matter of respecting individuals' civil rights," he says.

—J.W.

## DISTRICTS

### Indiana Student Faces Charges In Bombings at High School

A high-school sophomore is facing criminal charges in connection with two bomb explosions that caused minor damage and prompted officials to dismiss classes at the Anderson (Ind.) High School this month.

No one was injured in the explosions on Oct. 9 and 10, but about $800 worth of damage was done to the school's wrestling room and choral room.

School officials dismissed classes both days after they received threats of more bombings. Several other area high schools also received bomb threats around the same time, but no explosions occurred.

Although absenteeism was higher than usual in the days immediately following the bombings, attendance at Anderson High School quickly returned to normal, and no more threats were received, said Richard Worden, the school's assistant principal.

The sophomore charged in the case has been expelled from school and faces a juvenile hearing Dec. 31. A second sophomore who was implicated was also expelled, but has not been charged, Mr. Worden said.

■ **Police patrolled the campus of Minor High School in Birmingham, Ala., last week after racial tensions at the school erupted into a melee on Oct. 11 in which the school's principal and a student were stabbed.**

Approximately 45 police officers were dispatched to the school following the brawl in the school's lunchroom, and six students were arrested for their part in the fighting, according to Larry A. Vines, an assistant principal. A teacher who had fired a gun in the air was suspended with pay pending further investigation, and 26 students were suspended from school.

As of last week, the number of police officers assigned to the school had been reduced to 10, and the school was "almost back to normal," Mr. Vines said.

The fighting, he speculated, was the result of racial unrest in the school, marked by a "perception on the part of black students that they are not receiving enough recognition" at the school. Black students make up approximately 23 percent of the student body.

To help minimize future racial tensions, the school has increased the number of counselors on duty and is planning a number of meetings and school activities designed to help "sensitize students and teachers to racial issues," Mr. Vines said.

■ **A Wayne County Circuit Court jury has awarded $650,000 to a milk distributor who accused former Detroit school officials of steering milk contracts away from his firm.**

In a suit filed in 1986, Joe McLemore, owner of Joe-Dan Ltd., accused the officials of plotting to persuade the school board that his company was a black "front" for a white-owned firm. As a result, Mr. McLemore said, the company lost a $2 million contract to a higher bidder, Metro Institutional Food Service.

Found liable in the case were Harold Murdock, former president of the school-board; Ferd Hall, former director of the school district's equal opportunity division; and Steve Asmar, president of Metro Institutional.

■ **Teachers in financially strapped East St. Louis, Ill., went on strike for three days earlier this month, but returned to the classroom after reaching agreement on a three-year contract.**

The district, which is $12.5 million in debt and has been declared "in financial difficulty" by the state, had sought to have teachers pay for a portion of the health-care coverage their dependents receive.

The East St. Louis Federation of Teachers rejected an offer by the board of education to submit the dispute to binding arbitration, according to Stephanie Carpenter, an aide to Elmo Bush, the schools superintendent.

Under the new contract, teachers will not pay more for health coverage this year. However, Ms. Carpenter said, the contract can be reopened if the district's insurance costs continue to rise.

Teachers in the district, which has 16,000 students, also received 2 percent raises for this year and 5 percent raises for the next two years, she said.

■ **The Dallas School Board has agreed to pay $600,000 to end a long-running property dispute with an erstwhile donor.**

The legal battle over the Rylie Elementary School grounds, which Ike Sewell donated to the Dallas Independent School District in 1954, began four years ago.

Cameron Dee Sewell, nephew and heir to Ike Sewell, successfully sued the district in 1985, claiming that the district was violating the terms of his uncle's gift.

In conveying the property to the district in 1954, Ike Sewell stipulated that the donated land be used "solely for school purposes." Since 1983, the district has leased most of the building to the city's parks and recreation department.

When the Texas Supreme Court upheld Cameron Sewell's legal victory in 1987, Mr. Sewell seized the school, blocking entrance to the building with hay bales and chains.

The $600,000 settlement, approved by the Dallas School Board Oct. 10, covers rent for the 51 months the board challenged Mr. Sewell's claim. He currently leases part of the building to a church group and rents out the football field to private schools.

■ **The parents of a boy with muscular dystrophy are suing the Westlake, Ohio, school district in an effort to force the district to allow their son to attend his local junior high school rather than a special program 12 miles away.**

The lawsuit, filed by Roger and Carol Evans in U.S. District Court earlier this month, caps a 16-month-long effort to get their son into the local junior high school. The Evanses' claim that Westlake school officials are discriminating against the boy by busing him to a school in nearby Parma, where he attends a special program for orthopedically impaired students.

Westlake school officials maintain that they cannot provide the special services the boy needs in their own district.

## DIMENSIONS

# Hispanic Population Boom

The Hispanic population of the United States has topped 20 million for the first time, the U.S. Census Bureau reports.

This year, approximately 20.1 million Hispanic people live in the United States, the bureau reports. Since 1980, when the figure was 14.5 million, the Hispanic population has increased 39 percent—a rate about five times that of the non-Hispanic population, the bureau states. Half of that gain came from immigration. Hispanics—including both legal and illegal residents—now make up 8.2 percent of the total population.

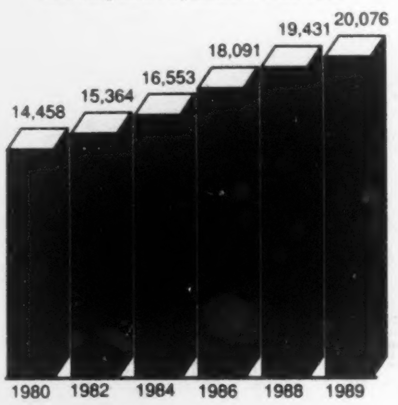
Mexicans (12.6 million) are by far the largest Hispanic group.

Most of the Hispanic population live in California (34 percent), Texas (21 percent), and New York (10 percent).

Hispanics are still the second-largest minority group. Blacks number some 30 million, according to the bureau.

The figures are based on a March survey of 56,000 nationally representative homes.

U.S. Hispanic Population, 1980-1989



Numbers in millions

SOURCE: U.S. Bureau of the Census

## PEOPLE

■ **Cecil Henderson** won the Garvin County, Okla., schools superintendency with an unusual campaign promise: If I win, I'll quit.

He did. He has.

Mr Henderson, a retired schoolteacher, stepped down Oct. 1 from the $23,000-a-year position. His resignation will save the county about $20,000 this year, he said.

"I just didn't feel the position was needed," he said. The county has 10 schools, and the school superintendent mostly handled student transfers among them, he explained.

Forty-one of the state's 77 counties are now without school superintendents.

■ At the request of the Texas oilman **T. Boone Pickens**, the entertainer **Bill Cosby** performed a special concert in Amarillo, Tex., last week to raise funds for Carver Elementary Academy, a public magnet school focusing on computer skills.

The benefit concert, performed before a sellout audience, raised $175,000 for the new school, which has been struggling to keep its doors open in the face of severe budget problems in the district, said Mary Stein, a spokesman for Mr. Pickens.

Mr. Pickens and his company, Mesa Limited Partnership, enabled the school to open on schedule in September by donating half the academy's $852,000 two-year operating budget and by agreeing to help the predominantly black community raise the remaining funds.

Mr. Cosby's standup comedy routine, performed at Amarillo's civic center, raised enough money to help the school reach its fundraising goal, Ms. Stein said.

## UPDATE

■ **Rochester, N.H., school officials have asked the U.S. Supreme Court to overturn a federal appeals court ruling that schools must educate all handicapped children, regardless of how little they might benefit or how severe their disability.**

The case, *Timothy W.* v. *Rochester School District*, involves a 14-year-old boy who is multiply handicapped and so severely retarded that experts disagree as to whether he could benefit from special education.

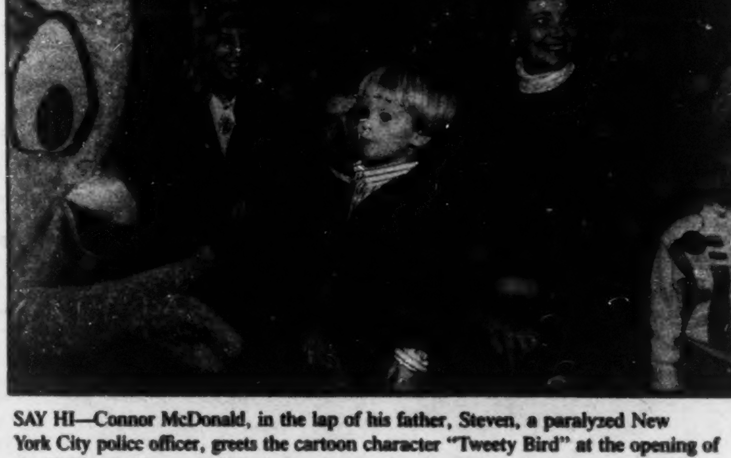
The lower court's ruling in the case last May is thought to be the first such decision to address the question of whether federal special-education law requires schools to educate all children, even those, like Timothy W., who might not benefit from it. *(See Education Week, June 7, 1989.)*

Rochester school officials contend that they should not be required to "waste scarce public resources on expensive special education" for such children. A spokesman for the district said the Court will decide by December whether to consider the case.

■ **A popular book by Dr. Seuss has won a reprieve in California.**

Rather than bow to parents' requests to remove the book *The Lorax* from the 2nd-grade required-reading list, the board for the Laytonville (Calif.) Unified School District voted unanimously earlier this month to ask Brian Buckley, the district's superintendent, to review the list and suggest any changes he deems necessary.

Some parents in the small logging town had suggested that the book should not be required reading for young children. The children, they said, are troubled by the apparent conflict between the story's conservationist theme and the reality that many townspeople earn their living from logging. *(See Education Week, Oct. 4, 1989.)*



AP/Wide World

**SAY HI—Connor McDonald, in the lap of his father, Steven, a paralyzed New York City police officer, greets the cartoon character "Tweety Bird" at the opening of the Children's Museum of Manhattan last week. Connor's mother, Patti, is at left.**

# 'Explosive' Data Confirm Predictions: AIDS Spread Among Teenagers Rapid

*Continued from Page 1*

subject last week.

James H. Williams, director of the National Education Association's health-information network, added: "I really don't think [educators] appreciate how extensive a problem this is. I don't think they see it as an epidemic."

"Unless they know of an H.I.V. child, or a teacher, in their school," he said, "it doesn't hit home."

Andrew Humm, director of education at the Hetrick-Martin Institute for Lesbian and Gay Youth in New York City, agreed. "No sense of emergency has been created in the schools," he said.

Experts say that although teenagers account for less than 1 percent of all reported AIDS cases, their sexual behavior, including intercourse with multiple partners and infrequent use of condoms, may make them more vulnerable than many adults to H.I.V. exposure.

Nationally, most confirmed cases of AIDS have been found in adult homosexual males, although an increasing number of patients are drug users from minority backgrounds.

The C.D.C. estimates that between 1 million and 1.5 million people in the United States have been infected by H.I.V., the virus that causes AIDS, for an infection rate of from 4.3 to 6.5 per 1,000. In certain high-risk teenage groups, such as runaways, homosexuals, and intravenous-drug users, the rate could be even higher, C.D.C. officials say.

According to the C.D.C. data, female adolescents are more likely than adult females to contract AIDS. The male-to-female ratio of adolescent AIDS cases is 5 to 1; among adults, that ratio is 12 to 1.

The data show that the biggest single source of exposure to the virus reported by female adolescent patients was heterosexual contact, which was cited by nearly 4 out of 10 such patients. Some 72 percent of the female teenagers with AIDS are black or Hispanic; the C.D.C. has reported that this is probably the result of the higher intravenous-drug-use rates among minority males.

At a 1987 Congressional hearing, former U.S. Surgeon General C. Everett Koop warned of a future "explosion" in the number of teenagers infected with the AIDS virus. *(See Education Week, June 24, 1987.)*

### 'Truly Phenomenal' Rates

This prediction appears to have been disturbingly accurate, researchers tracking the spread of AIDS say. They point to the following data:

- About one-fifth of the nearly 110,000 AIDS cases diagnosed to date in the United States have been found in people in their 20's. Scientists believe that the AIDS virus can have an incubation period of up to 10 years, meaning that many of these people were infected as teenagers.
- Of the teenagers who applied to join the military between October 1985 and June 1988, 0.04 percent were H.I.V. positive, according to tests required of all recruits. Among Job Corps applicants, who are also tested for exposure to the virus, 0.33 percent of the teenage applicants since 1987 have tested positive.
- Of more than 1,100 homeless and runaway youths anonymously tested for H.I.V. infection by Covenant House, a shelter for young people in New York City, 7 percent had been exposed to the virus.
- In the first national survey on the prevalence of AIDS on college campuses, released last spring, 0.2 percent of the 16,861 blood samples tested showed infection with H.I.V. Ten of the 19 schools participating in the survey had infection rates of zero, while five had rates that were 0.4 percent or higher.
- A national study of blood samples from hospitals conducted by the C.D.C. found that 1 percent of the 15- and 16-year-olds in high-risk cities, such as New York, were infected with the virus. It also found that between two and three times as many 21-year-olds were infected as well. In lower-risk areas, 0.3 percent of 15- and 16-year-olds were infected.
- The rates of teenagers who have other sexually transmitted diseases—often a sign of unprotected intercourse—is on the rise. The number of reported syphilis cases for teenagers between the ages of 15 and 19 rose from 15 per 100,000 in 1984 to 21.9 per 100,000 last year.

In 1987, gonorrhea was reported in more than 1 percent of young people ages 15 to 19. Although people between the ages of 20 and 24 had an infection rate of more than 1.5 percent, the C.D.C. found that "when adjusting for sexual-activity rates adolescents 15-19 actually have the highest rates of gonorrhea of any age group."

H. Hunter Handsfield, director of the sexually transmitted disease-control program for the Seattle-King County Department of Health, called the gonorrhea rates "truly phenomenal," especially for black, inner-city teenage girls.

In his area, he said, if a black girl becomes sexually active at the age of 13 or 14, her risk of of getting gonorrhea is 25 percent every year. If the same girl delays her sexual activity until the age of 15, she has a 50 percent chance of getting the disease by the age of 18, he said.

### Risk-Taking Common

Experts say a variety of emotional and physical factors make teenagers more susceptible to AIDS and other sexually transmitted diseases. Adolescents, they say, are more likely than adults to experiment and take risks—and frequently fail to weigh the potential consequences of their actions.

Such tendencies carry over into their sex lives, the experts say. As a result, sexually active teenagers are more likely than adults to have a large number of sexual partners—and are less likely to use condoms or other forms of contraception.

And teenage girls may be especially susceptible to sexually transmitted diseases, physicians say, because the cells that line their cervix—and are more vulnerable to these diseases—are more likely to extend beyond the cervix at menarche.

### Role of Schools

The new report by the Center for Population Options, a Washington-based group that has strongly promoted the movement for school-based health clinics, contains much of this new data and calls on schools, parents, communities, and health-care providers to play a more active role in AIDS prevention.

A study completed earlier this year by the Alan Guttmacher Institute found that, while more than 9 out of 10 sex-education teachers discuss AIDS and other sexually transmitted diseases, such discussion appears to be inadequate.

"At least on the surface, it seems that coverage of these topics is universal, but not in great depth," said Asta M. Kenney, associate for policy development at the institute.

Others say that schools cannot be expected to play more than a limited role in preventing the spread of AIDS.

"The schools are not a public-health agency," said Louis Nayman, director of the AIDS-education project and a field director for the American Federation of Teachers. "Their primary responsibility is not to stop the transmission of disease."

**AIDS Cases Among U.S. Children by Sex and Race, Reported Through 1989**

| Age at Diagnosis (years) | White | Black | Hispanic | Asian Pacific Islander | American Indian Alaskan Native | Total |
|---|---|---|---|---|---|---|
| **Males:** | | | | | | |
| Under 5 | 142 | 436 | 209 | 3 | 2 | 794 |
| 5-12 | 117 | 62 | 39 | 3 | — | 222 |
| 13-19 | 171 | 97 | 62 | 5 | 3 | 339 |
| Subtotal | 430 | 595 | 310 | 11 | 5 | 1355 |
| **Females:** | | | | | | |
| Under 5 | 127 | 426 | 176 | 1 | 2 | 733 |
| 5-12 | 25 | 56 | 28 | 2 | — | 110 |
| 13-19 | 16 | 50 | 14 | 1 | 1 | 82 |
| Subtotal | 168 | 531 | 218 | 4 | 3 | 925 |
| **Total** | **598** | **1126** | **528** | **15** | **8** | **2280** |

SOURCE HIV AIDS Surveillance Report

## Specialist in Pediatric AIDS Tops List for Surgeon General

WASHINGTON—Antonia Novello, a pediatrician who is considered an expert in pediatric AIDS, is the leading candidate to become the next Surgeon General, the White House said last week.

If nominated by President Bush and confirmed by the Senate, Dr. Novello would be the first female and the first Hispanic to fill the post.

She would replace C. Everett Koop, who drew national attention for his frank talk about AIDS and his campaign against smoking.

Dr. Novello is currently the deputy director of the National Institute of Child Health and Human Development. She has specialized in kidney diseases and headed a Department of Health and Human Services task force on pediatric AIDS.

Antonia Novello

A White House spokesman was unable to say when the nomination might be formally announced. —E.F.

## Catholic Bishops Weigh Dropping Support for Condom Information

In a continuation of a prolonged debate within the nation's Roman Catholic hierarchy, a committee of bishops has recommended that the church remove its qualified support for AIDS-education programs that include information about condoms.

"Education in human sexuality which tells young people in effect that abstinence and 'safe sex' are equally acceptable options sends a contradictory, confusing message," argues a draft policy statement issued by the panel this month.

The document, which reverses a 1987 church statement, was drafted by a committee of five bishops. It will be voted on by approximately 300 bishops at a meeting of the National Conference of Catholic Bishops next month.

"Not only is the use of prophylactics in an attempt to halt the spread of [the human immunodeficiency virus] technically unreliable; promoting this approach means, in effect, promoting behavior which is morally unacceptable," the document concludes.

Education campaigns promoting the use of condoms, it says, "do nothing to correct the mistaken notion that non-marital intercourse has the same value and validity as sexual intercourse within marriage."

The policy paper released two years ago restated traditional church doctrine on sexuality, which strongly condemns extramarital sex and artificial methods of contraception, but acknowledged that "some people will not act as they can and should."

For that reason, the 1987 document said, AIDS-education efforts "could include accurate information about prophylactic devices or other practices proposed by some medical experts as potential means of preventing AIDS." *(See Education Week, Jan. 13, 1988.)*

That statement was immediately assailed by some influential church leaders, including one of the authors of the new policy paper, Cardinal John O'Connor of New York. To defuse the controversy, the bishops decided to issue another statement on AIDS. —E.F.

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